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ABSTRACT

In a response to new legal requirements for handicapped child education, this monograph presents a sample of current viewpoints from professionals at different levels of education and in related professions concerned with shared responsibility roles in the mainstreaming of handicapped children. The first section consists of six articles dealing with current issues: frequently asked questions about mainstreaming, individual or alternating vs. mutual teacher responsibility models, historical overview, the question of quality control, humanization of the educational system, and funding problems. Section two examines the failures and successes of teacher training institutions in the field of handicapped pupils, critiques one model of preservice and inservice teacher training, and presents some challenges an individual classroom teacher will be called upon to meet. Chapter three examines the mainstreaming concept from technical assistance perspectives; suggests a semi-autonomous, government-funded, technical assistance program; critiques a model for educational administrator training; and reports on one effort of state administrators to collaborate on their problems. Section four examines various ongoing regional, state, and local mainstreaming programs. Section five presents problems in evaluating mainstreaming programs, concentrating on the lack of suitable instrumentation and the diversity of opinions as to what the term "mainstreaming" actually encompasses. The final section clarifies legal mandates related to mainstreaming and discusses their effects and limitations. (MB)

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Shared Responsibility for Handicapped Students: Advocacy and Programming

Edited by Philip H. Mann

U.S. DEPARTMENT OF HEALTH,
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Shared Responsibility for Handicapped Students:

Advocacy and Programming

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Shared Responsibility for Handicapped Students:
Advocacy and Programming

Edited by Philip H. Mann

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Preface:
Professionalism, Intervention, Advocacy

A measure of our professionalism as educators is our ability to serve children in a way that will not detract from their *rights and dignity*. Parenthetical to this involvement is society's need for specific services and the development of a relevant body of knowledge that relates to these expressed needs. Our professional responsibility then is to provide these services to individuals at every level of society in order to uplift mankind to a higher level of existence.

Intervention emerging from within is based on a felt need for change in keeping with our dedication to our clients' rights and dignity. It can apply to training at all levels and to service delivery systems to children.

Intervention imposed from outside relates to legislation, litigation, the current demands of a changing society, and the pressures that the public schools put on institutions of higher education and vice versa.

Advocacy implies that professionalism and intervention will focus first on the client to be served. At the highest level of advocacy the client is the child, at intervening levels it is the trainee, and at the level of benevolent selfishness it is our own interests.

The articles included in the monograph represent current viewpoints from professionals at different levels of education and in related professions concerned with shared responsibility roles in the mainstreaming of handicapped students. We felt that there was a need within the profession to bring together the viewpoints of individuals proceeding in mainstreaming or shared responsibility efforts from many different vantage points. The monograph includes critiques of the concept of mainstreaming, a discussion of the barriers that exist and must be hurdled in implementing programs, as well as other problems and concerns in this area. The participants are not in total agreement with respect to the validity, efficacy, and potential multiplier effect of the present shared responsibility models; yet on the whole, the concept appears to be favorably received on a national level. During the past year several conferences have been sponsored by the University of Miami Special Education Training and Technical Assistance Center. Selected papers presented at these conferences are included in this monograph and represent a broad range of expertise and experience with regard to mainstreaming handicapped students in our public schools. The four conferences from which papers were selected are:

1. Mainstreaming Handicapped Children and Teacher Education Alternatives (Administrators' Conference), Miami, Florida

2. Three State Mainstream Conference (Illinois, Iowa, Wisconsin), Arlington Heights, Illinois
3. Mainstreaming in California, San Diego, California
4. Legislation, Funding Patterns, and Mainstreaming, Atlanta, Georgia

This monograph is not intended to be a discussion of the state of the art but rather an expression of particular needs, interests, concerns, and expectations from our colleagues in the field. We feel that it includes valuable information that could be utilized by individuals contemplating the initiation of new programs or expansion of existing mainstream programs.

Philip H. Mann
Director
Special Education Training
and Technical Assistance Center
University of Miami

Acknowledgments

Special thanks are due several individuals who played an important role in setting up several conferences and assembling the papers presented at these conferences from persons in their respective geographic areas. Appreciation is extended to Dr. Herbert Nash, Director, Special Education Program, Georgia Department of Education, for hosting the program in Atlanta, Georgia, and for his efforts, and those of Mrs. Cathy Bush of his staff, in assembling the materials from the Atlanta Conference. Appreciation is also extended to Dr. Charles Kokaska, School of Education, California State University, Long Beach, California, for his valuable aid in assembling the selected papers from the San Diego Conference. I would also like to thank Miss Rose Marie McClung and Mrs. Janet Chitwood of our staff for their efforts in helping to produce this monograph.

Introduction:

Mainstreaming as National Policy

DR. EDWIN W. MARTIN
Acting Deputy Commissioner
Bureau of Education for the Handicapped

The states must establish procedures, the law now says, "to assure that, to the maximum extent appropriate, handicapped children, including children in public or private institutions or other care facilities, are educated with children who are not handicapped and that special classes, separate schooling, or other removal of handicapped children from the regular educational environment occurs only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily."

The language may be dry and complicated, but it carries a compelling message, proclaiming that what was once just a theory in educational programming for handicapped children is now national public policy, as set forth in section 612 of the new Education for All Handicapped Children Act of 1975 (Public Law 94-142). The appropriate educational placement for individual children remains, of course, a matter for local determination. However, the new policy does seem to rule out blanket judgments on the part of school officials that all children with a particular kind of handicapping condition—the educable retarded, for example—shall be educated in self-contained classrooms or that all handicapped youngsters should be placed in special schools. Instead, separate judgments must be made for each child, and these judgments must be based on an analysis of that child's individual needs.

In an earlier paper (Warfield 1974) I commented on the negative impact of segregated institutions and their consequent effect on strengthening the movement to provide handicapped children with an education in association with their nonhandicapped peers. That so-called "mainstreaming" movement clearly has lost none of its momentum. It is also important to note, however, that there has been little scientific information on the progress that presumably can be expected of handicapped children when they are placed in various mainstreamed settings. Such information is in fact difficult to gather, given the obvious differences in results that might occur depending on the nature and severity of the handicapping conditions of the children being mainstreamed and the nature and intensity of the educational experiences in which they participate. In short, the fact that mainstreaming is now public policy will make its implementation no less difficult. Several basic propositions will have to be considered.

First, judgments about placement must be made on the basis of the individual child, considering not only the characteristics of the educational problem involved but the specific objectives of an instructional program developed to meet that particular child's needs. Such a requirement clearly indicates that it would be a mistake to blanket a group of handicapped children in self-contained or separate settings, as a matter of a class judgment without regard to the individuals involved, and that it would be equally erroneous to place children in mainstreamed settings simply on the basis of the theoretical advantages of such instruction. The procedure instead calls for an evaluation of the particular needs of a given child and then the careful structure of a program with stated objectives specifically designed to meet those needs. The program in turn implies the development of a strategy — perhaps involving various instructional approaches and settings — for achieving those objectives.

A second major consideration in implementing the mainstreaming policy is the availability of special training and support for the regular classroom teacher. Reports already are coming in of instances in which schools have adopted mainstreaming as a policy, but no additional special instruction has been offered to regular classroom teachers. The parents of handicapped children enrolled in such schools quite properly have grave apprehensions. Such situations need not exist. There are a number of models in place (involving consulting teachers, for example, or resource personnel, or part-time placement in a special program) to offer guidance based on the experience of others. Such guidance is necessarily subjective in character but is valuable nonetheless. Much of the progress in education has been based on practical experience in the classroom.

A third consideration, perhaps a little further down the road, is the knowledge that will result from a new federal priority for research in this field and from the development of new teacher preparation models designed to help meet the need for information and for new experiences. Efforts in this area are already underway.

Finally, it will become increasingly important that professional educators, related specialists, and parents and friends of the handicapped review the progress of education in mainstream settings as objectively as possible. The attractiveness of the social philosophy behind the mainstreaming concept should not be permitted to obscure the need to scrutinize its impact carefully and to deal in evidence rather than good vibrations. There should be open discussion and dialogue between parents and teachers, and where feasible, with the children themselves.

The successful implementation of mainstreaming will in any case pose many challenges. Perhaps the most difficult of those challenges lies in the underlying attitudes and values of our society — in attitudes that may be found in teachers who have not had experiences with handicapped children, in parents of nonhandicapped children, in the children themselves as they begin to meet and know handicapped boys and girls. We cannot simply hope that the problem will go away. We must instead face up to it, perhaps, among other things, designing programs, experiences, and activities that open the doors to understanding and shared feelings. It would clearly be too much to expect regular classroom teachers and principals and nonhandicapped children and their parents to automatically assume a positive attitude toward mainstreamed education. Yet there is some danger of our hoping for such an attitude so devoutly that we mistakenly expect it.

Our education system shows encouraging evidence of becoming more humane, and as a consequence significantly more effective with handicapped children. The goal of an appropriate education for each handicapped child clearly seems achievable. We must nevertheless carefully examine each step we take toward reaching that goal for, as in all journeys, there are unanticipated turns and hazards.

Reference

Martin, Edwin W. "Some Thoughts on Mainstreaming," *Mainstream Currents*, edited by Grace J. Warfield. The Council for Exceptional Children, 1974.

SECTION 1

CURRENT ISSUES

Mainstreaming is becoming a reality in the schools of our country. This first section deals with the major issues and problems related to that reality. The authors grapple with the task of defining mainstreaming within a sound philosophical and theoretical framework; they also address a number of implementation concerns, including administrative problems, the changing teacher role, financing systems, and communication.

Birch, in his article, responds to some frequently asked questions about mainstreaming in an effort to disseminate information to facilitate problem-solving.

Mann points out difficulties inherent in individual or alternating teacher responsibility models for serving handicapped children. He advocates a mutual responsibility approach that involves regular and special teachers in a team effort.

Almanza looks at mainstreaming from a historical perspective and discusses the implications of the changes she sees resulting from mainstreaming practices.

Nash notes that legislative mandates have improved the quantity of special programs but raises a concern for quality control as well.

Reusswig sees the mainstreaming movement as an excellent vehicle for humanizing the entire educational system.

McLure presents some preliminary findings of a study he is making regarding financing special education programs in the state of Illinois in an effort to develop a financial system that could be applicable to the variety of special programs that now exist.

Issues and Problems in Mainstreaming

JACK W. BIRCH
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The greatest challenge confronting this nation today is to provide quality education for all its youth. The highest priority of each state should be to ensure that the best schools and schooling become readily and fully accessible to all children, exceptional as well as others.

Specifically, exceptional children are those with special needs, including the crippled or other health impaired, blind and visually limited, deaf and hard of hearing, language and speech impaired, mentally retarded and other developmentally disabled, brain injured, emotionally disturbed, socially maladjusted, mentally gifted, talented, and those with learning disabilities or behavior disorders connected with any of the just-named conditions or arising from other causes. Such exceptional conditions, singly or in combination, make up the 15 to 20 percent of school children and youth with special needs. They are the pupils who need highly individualized and highly specialized education.

It is now widely recognized that all children, both exceptional and otherwise, should receive individual attention if they are to have the best education. Exceptional children, however, require a greater degree and more specialized kinds of individualization. From every standpoint, whether that of human rights, economic efficiency, educational effectiveness, or social desirability, it is in the national interest to accept this challenge and to muster the means to solve the problem of the equality of education which is at the heart of the matter. Exceptional children can and should be served equally with all others.

A major recent approach to this problem has been called mainstreaming. A potentially powerful concept, its use is helping to remedy educational problems arising from cultural differences, bilingualism, segregation based on race, color, and ethnic background, and other divisive conditions. (For a fuller discussion of the concept's application in the above connections, see Education for Einstein's World by Marie Myles Barry, Council for American Unity, 101 Fifth Ave., N.Y., N.Y., 1972, pp. 70.) But here we will deal with mainstreaming as it applies to exceptional children.

Mainstreaming can be described simply. Herbert J. Prehm has said: "Mainstreaming refers primarily to assigning (exceptional) children to the regular grades to receive their education. (Exceptional) children who receive both regular and special services in the regular grades are mainstreamed." (For further information on this see p.6 and other parts of "Mainstreaming Handicapped Children and Related Legal Implications," including an article by Steven Goldschmidt, Oregon School Study Council Bulletin, 18:5 and 6, December 1974 and January 1975, 124 College of Education, Eugene, Oregon, 97403).This definition, though useful, needs elaboration to clarify what constraints and conditions are implied.

Full mainstreaming occurs when exceptional children attend school full time in the same classes with all other children; when high quality special education is brought to those exceptional children who need it, to the extent that they need it, without removing them physically from the regular class context; and when the other children all receive the high quality education they need, too. Full mainstreaming has the exceptional child in regular class all day. Less than that is partial mainstreaming.

Everyone who has studied the concept of mainstreaming seriously and written about it agrees with the substance of what has just been said. Generally, it is agreed that it is not now feasible to mainstream 100 percent of the exceptional children and youth of the nation. Estimates vary as to what proportion of exceptional pupils should be receiving their individualized education in the mainstream. I believe it can easily be 75 to 80 percent of those children now in special classes or special schools. I think that might be called a moderate estimate among some advocates of mainstreaming.

Before going further it must be emphasized that mainstreaming does not mean closing all existing special classes and schools and indiscriminately dumping all exceptional children and youth into regular classes. Such action is the exact opposite of mainstreaming. Such dumping is miseducation of the worst sort, both for exceptional pupils and for all others; it should be dissociated from mainstreaming and identified for what it is: the worst kind of misinterpretation. Under mainstreaming special educational personnel and facilities are not dropped or abandoned. Actually, where mainstreaming has been instituted and conducted successfully, there has proven to be an even greater need for special educational personnel and facilities. Instead of being phased out, special education teachers have been redeployed into more responsible and professionally satisfying roles in the teaching of children with special needs. Special education instructional materials, facilities, and equipment have been utilized more effectively, often helping regular class teachers to give increased educational opportunities to children who might not otherwise have been eligible to use them. Perhaps most important, where mainstreaming is introduced and carried out successfully, no regular class teacher is forced to accept an exceptional child without the teacher's consent. Also, no special education teacher is required to give up his or her preference to teach in a self-contained class or a special school, if that is what the teacher desires. (For a full discussion and examples of how the above is accomplished, see two books by Jack W. Birch, "Mainstreaming: Educable Mentally Retarded Pupils in Regular Classes," and "Hearing Impaired Pupils in Regular Classes," The Council for Exceptional Children, 1920 Association Drive, Reston, Virginia 22091)

The title indicates that this article will deal with issues and problems in regard to mainstreaming. Most educators probably have already identified some of each. To begin, it might be well to distinguish between issues and problems.

Issues are matters that deal with principles and philosophical positions. They have long-range implications. To a large extent issues are not fully and finally resolvable; yet their presence does not necessarily immobilize the decision-making process. Even though the issues remain, agreements to act can be made. Issues are subject to debate, review, and revision by consensus. A consensus decision on an issue points directions and forms the basis for procedures.

Problems, on the other hand, are more immediate; they stem from attempts to implement principles and philosophical positions. They arise most frequently when a marked change is under way. Problems are usually solved by management procedures, and there seems to be a positive correlation between sound management and the expeditious identification and solution of problems. If problems persist, they are often symptomatic of weaknesses in management or of a shaky consensus on an issue.

To give an example, it was once an open issue whether or not mainstreaming should be undertaken. Historically, the greatest part of education for exceptional children in America had, since 1850, developed and remained outside the central current of general public education. Many wanted it to remain that way. Others wanted special and regular education to combine and not be so exclusive. Moreover, many of those who advocated merger also protested that some exceptional children were not receiving suitable education from either special or regular schools. They were able to document that special educators were systematically excluding some children from school altogether. Many other exceptional children were in school, to be sure, but they were warehoused in regular classes where neither the curriculum nor the instruction reached them, despite heroic efforts on the part of concerned regular class teachers who, without training and materials, were powerless to help. The number of exceptional children warehoused in regular classes was estimated to be as high as 50 percent of all those with special needs. Both matters were taken to the courts, with the result that the issue was debated, the expert testimony and the factual evidence weighed, and agreement reached.

Mainstreaming is a new public policy in American education. State and federal courts in recent decisions and consent agreements have consistently asserted two rights of exceptional pupils: First the right of all exceptional persons to receive an education, and second, the principle of the least restrictive environment. Together, these rights call for great changes and together they point directions for those great changes. Both have major import for day-to-day education in the nation's schools and in the preparation of professional and support personnel to staff these schools.

It may be helpful now to point out and illustrate some of the effects of the new public policy in action, so far as the generation of problems is concerned. Herbert J. Prehm speaks of a major school district that "took the position that special education was supplementary to the regular education program, and that . . . their funds for special education would be expended by early spring. The courts asked the school district when they were going to close the rest of their program. The district replied that the regular program would close in the middle of June. The court ruled that the district could not do that. Both groups (regular and special) had to stay in school until the total school budget was expended. Special education was seen as a basic element of the school program, not an add-on." (See p. 9 in earlier reference. See also for background for this and for the two following paragraphs "A Primer on Due Process: Education Decisions for Handicapped Children" by Alan Abeson, Nancy Bocick, and Jayne Hass. The Council for Exceptional Children, 1920 Association Drive, Reston, Virginia 22091, 1975, pp. 57.)

In Pennsylvania, in another instance, the State Department of Education acknowledged that some exceptional children were not in school at all and that some others were not in school full time. The department was required to devote energy and funds immediately to locating the missing or partially served pupils and to supplying them with full and appropriate education. Special emphasis was given to the appropriateness of the education—the children were not to be simply dumped into regular schools.

The principle of least restrictive environment as also put forth by the courts establishes a hierarchy of educational settings for exceptional children, from most desirable to least desirable. Most desirable is the mainstream, with special education being brought to the exceptional child in the regular class. Next is the resource room. Then comes the self-contained special class in the regular school. Fourth is the separate, special day school, and last the separate, special residential school. The immediate problems become obvious, as state after state undertakes to accomplish the turn-around called for by such legal imperatives as those just mentioned.

Fortunately for those who face these day-to-day problems a great deal of hard information about mainstreaming is already available. That material is being put together in forms useful to teachers and administrators and teacher-educators. As a result, what at first may have seemed insurmountable obstacles have become only very difficult problems. Some examples of information that can help to solve problems will be given in response to some common questions.

Is mainstreaming new, or does it have a basis in experience?

Mainstreaming has a substantial history. For example, in 1954 Ruth G. Newman demonstrated the feasibility of moving hyperaggressive boys with behavior disorders and learning disturbances from psychiatric impatient status on a closed ward to full-time attendance in regular school classes. Using a step-by-step process over a two and one-half year period, the boys moved from a full-time segregated special class in a residential setting to full-time attendance as regular class pupils. The regular class teachers, at the close of the demonstration, needed only occasional consultative help, mainly for individual tutoring of the boys. (For more about this early prototype of mainstreaming see "The Assessment of Progress in the Treatment of Hyperaggressive Children with Learning Disturbances within a School Setting." *The American Journal of Orthopsychiatry*, 29:633-643, 1959.)

When in the exceptional child's school life should mainstreaming start?

The earlier the better. A carefully documented successful attempt to integrate three and four year old autistic children into a conventional day nursery for normal children, starting in about 1957, was described by Margaret Lovatt. The work took place in Toronto, Canada, and had continued over approximately a ten year period at the time it was reported. (For more information see "Autistic Children in a Day Nursery." *Children*, May-June, 1961, 103-108.) Very early social integration, starting in the infant and toddler stage, is common with children who are blind, deaf, crippled, and those with other special needs. Educational integration in nursery, kindergarten, and the primary grades is preferable to waiting until later years.

Are there entire school systems in which integration for all exceptional children is the mode rather than the exception ?

Yes; Tacoma, Washington, is one example. And a good one not only because it illustrates a setting where progressive inclusion is the policy and practice, but because it shows also that teachers are able to negotiate professional agreements which include the concept of mainstreaming. And the system-wide integration has been in effect for more than fifteen years there. (For more information see pp.17-26 in Birch, Jack W., "Mainstreaming: Educable Mentally Retarded Pupils in Regular Classes." The Council for Exceptional Children, 1920 Association Drive, Reston, Va., 1974, pp. 104.)

Isn't it true that mainstreaming applies only to the mildly exceptional child? Doesn't the degree of exceptionality really determine whether mainstreaming is feasible?

No, that's a myth. Some of the most extreme exceptionalities are among those most amenable to mainstreaming. Totally blind pupils are, proportionately, among the most frequently successful candidates for practically full integration, from nursery through secondary school. Many totally deaf pupils prosper in the mainstream. Complex multiple exceptionalities do not necessarily deter mainstreaming. Not long ago I interviewed a high school senior who is deaf and who has serious problems walking and writing because of cerebral palsy. His speech was defective, too, as a consequence of the cerebral palsy and the hearing loss. Yet he was carrying a full class load, was an honor student in the academic curriculum, and was editor of the school paper. From the earliest grades he had an educational history of mainstream attendance, with team teaching from his regular class teachers and special educators. The key to whether mainstreaming is feasible relates more to the kinds of teaching methods, staff, and materials we have and their adaptability and portability, and to the strength of our effort than to the degree of the pupil's exceptionality.

How do regular class teachers feel about mainstreaming retarded pupils?

The most careful study I know that bears on this point was completed about two years ago by Zawadzki. He constructed a stratified sample of regular class teachers from urban and suburban school systems, one that included both elementary and secondary levels and a variety of specializations. Zawadzki posed two kinds of questions. He wanted to know what factors regular class teachers believed would limit their capabilities in teaching mentally retarded children in their present regular classes. He also asked whether the teachers believe those impediments could be removed and what it would take to do so. His findings confirmed that many teachers are apprehensive and concerned in the face of that prospect. He also found that most teachers felt they knew what it would take to make integration of the retarded pupils feasible for them. The responses on the whole were positive and constructive. Zawadzki's work supplies a factual basis from which to move toward the design of inservice instruction for regular class teachers. (See Zawadzki, Robert. Unpublished research report. University of Houston Victoria Center, Victoria, Texas, 1973.)

Doesn't mainstreaming, full or partial, mean extra work at first?

To be sure, and there are other problems. However, successful day-to-day experience by teachers has shown that mainstreaming can work. To make it work, however, calls for some wrenching changes in some of the beliefs about special education which have prevailed for many years, changes that show up most clearly in how the definition of special education itself is changing.

The complex of forces bringing regular and special education closer together is also encouraging a reexamination of the historic definition of exceptional children. Up to now definitions of exception (or of handicapped) have emphasized three points. One was the physiological or psychological nature of the exceptional condition: "blind," "mentally gifted," "crippled," "emotionally disturbed," "retarded." The second point was that the exceptional child could not receive an adequate education in regular classes. The third point strongly implied a causal link between the first two, That is, because of the blindness or the giftedness, the child needed special education.

Advances in educational science and practice now provide fresh insights that call for updating those concepts. New definitions are emphasizing the educational nature of the exceptional condition. It is becoming clear that the older definitions led to almost exclusive preoccupation with the child's problems or limitations rather than the child's potentialities or assets. Teachers of the blind, for instance, were taught an immense amount about the eye and about vision, the organ and sense least useful to the pupil, and almost nothing about auditory and tactual perception, the key avenues for education. The same lack of balance has characterized teacher preparation for other exceptional conditions.

Also, it is plain now that a definition based on the necessity for separation from the general run of children no longer represents reality. When we can point to Tacoma, Washington, and show a seventeen-year history of successful inclusion of exceptional children of all kinds in regular classes; when we can point to Richardson, Texas, and report a similar five-year history; when we can point to at least five years of annual increases in mainstreaming in the Special School District of St. Louis County, Missouri (a district conceived in the 1950's as the epitome of separation)—when we see this socioeducational change occurring all about us, it is plain that "need for separation from regular education" can no longer serve the schools of the nation as an operational criterion for defining exceptional children.

The new terminology embraced such expressions as "children with special needs" or "children with learning and behavior problems," and such definitions as "exceptional children have motor, self-help, cognitive, personal-social, and vocational skills which deviate significantly from the skill levels of their cultural or ethnic group age peers" (Prehm 1975, p.5).

The new language and definitions are still a little awkward, and will probably be refined in use. But they do have the virtue of attempting to relate quite specifically to the child's educational condition. There is no denial, for instance, that giftedness or deafness or mental retardation may be present, and that each one does have lasting and different influences on the way the child needs to be taught. But the new focus is on the educationally relevant understandings and behaviors of the child—the understandings and behaviors that are in the educator's domain of responsibility.

As might be expected, some parents and teachers have been reluctant to accept mainstreaming. Parents who have found regular schools inhospitable have not been willing to move their children from special schools where exceptional youngsters have been comfortable and well treated. Some regular teachers have been dubious about their own capabilities.

Of course, mainstreaming is not for all pupils—those handicapped children who need separation will continue to receive it. Separate special education schools as norms will be supplied only to those exceptional children who present learning and instructional problems so extreme and complex as to make optimum education, mostly in regular classrooms, impossible, even with special help. This will be a small but important proportion, one that will necessitate even more flexibly designed special schools and classes than we now have.

Despite occasional demurrers, the advocates of mainstreaming are drawing most parents and teachers with them. Larger numbers of parents, pupils, and teachers are becoming ready for mainstreaming each year. The instructional know-how and the equipment and materials are at hand and are increasingly portable. There is widening public understanding of and agreement with the policy. The two components least prepared to deal with the new policy are America's present teachers and America's present school buildings.

As emphasized earlier, mainstreaming does not mean dumping pupils with special needs into an unprepared and sometimes openly hostile school system. Thoughtful preparation must ready the parents, the pupils, and, above all, the team of regular and special education teachers. Efficient and effective mainstreaming calls for marked changes in teacher activity, not to mention the essential adjustments in buildings. (For detailed assistance regarding adaptive and developing buildings, see Jack W. Birch and B. Kenneth Johnstone, "Designing Schools and Schooling for the Handicapped." Charles C. Thomas, Publisher, Springfield, Illinois, 1975, pp. 229).

School systems and teacher preparation institutions, feeling the trend toward mainstreaming, face real and immediate questions. What would shifting special education into the mainstream involve? How much and what portions of special education take that route? When and where should we start? Would added expense be entailed in initial steps; or in the long range? Are staff and faculty members supportive and ready to move? Do the school buildings and ancillary services lend themselves to the change? Are the families and the community ready to be partners with the school in such a change? What about the new generation of teachers in preparation? Where are suitable practicum sites? Faculty with contemporary experience?

These and other tough questions immediately confront teachers, teacher-educators, school officials, board members, and other community leaders. The degree to which hard data can be assembled and shared with key decision makers can be of utmost importance. Specifically, it is necessary to determine the following very early in any planning sequence leading to mainstreaming:

1. Is the instructional and management leadership staff well informed about mainstreaming? Does it have the tools with which to pass on the knowledge to teachers and parents? If not, how can the matter be remedied?

2. What will it take to make present buildings and related facilities compatible with mainstreaming, and how can the compatibility of future buildings and facilities be assured?

Teacher educators, professional teacher groups, school administrators, and planners must focus realistically on the horizon where the challenge of mainstreaming is moving closer every day.

Mainstreaming: An Evolutionary Concept of Mutual Responsibility

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One of the cogent problems we face today is that of defining mainstreaming to the satisfaction of most people. In attempting to define mainstreaming operationally in terms of children, we find that the majority of educators have only a partial understanding of what mainstreaming is while others misconstrue the intent of the concept. In any gathering of educators, there may be as many definitions as there are persons assembled. I wonder, then, if we need to expend our energies seeking a tight definition at this time, considering the stage of development in which educators find themselves in conceptualizing normalization of programs for handicapped children. In a sense, we might say that we are in the process of trying to define change itself.

One of the objectives of a technical assistance effort in this area, however, is to aid educational programs at all levels to develop a comprehensive, meaningful, yet functional definition of the term that is acceptable to persons in different areas within the milieu. This means the definition cannot be rigid or limiting to the extent that it undermines the flexibility implied by the concept itself. Mainstreaming is and always was intended to be a flexible approach to the normalization of programs for the handicapped; any definition proposed must convey this flexibility.

Perhaps a more meaningful approach to the development of a definition is to consider what mainstreaming is not. Contrary to popular opinion, mainstreaming is not a mass movement of all children from classes that are labeled "special education" or "self-contained" back to the so-called regular classroom situation. This view is somewhat simplistic and naive. It often results in apprehension on the part of general and special educators who are concerned about the effects of suddenly placing large numbers of handicapped children into regular classrooms. It is imperative that we assuage the fears of those who are concerned about mass movement of students.

Some educators take a more systematic approach to change. They advocate that we begin with a meaningful dialogue relating to the whole process of normalization for the handicapped in relationship to the concept of individualization of instruction. After all, the latter has traditionally been the philosophy underlying the American educational system. The problem is that the concept of individualization of instruction has yet to become a reality in all aspects of education in our public schools. True individualization of instruction, it can be argued, imposes enormous administrative and technological problems. It appears to be unmanageable, i.e., too many students engaged in too many different activities.

Is the term normalization congruent with the concept of "preferred" placement or the more currently used construct of "least restrictive environment?" If the answer is yes, the logical next question is, "Does preferred or least restrictive environment imply better?" These are important considerations; but most educators would agree that although handicapped students can be served in a variety of educational settings, we have not as yet fully explored the potential for service in settings which can be considered "mainstream" learning environments.

One of the key conceptual components of any mainstreaming program is the support systems that surround it. One cannot have a viable system without a structured support system designed to take into account processes that include the working relationships necessary between administrators, regular teachers, and special services. Additionally, I feel that current school ancillary services—social, psychological, community health, etc.—are necessary so that by all working together improved services will be provided for handicapped students in special classes as well as for handicapped individuals in regular classes.

Another prerequisite to effective mainstreaming focuses on the decision-making processes involved in adopting a mainstreaming strategy. Unless it is introduced by legislative mandate, mainstreaming involves power struggles that must be resolved so that people can work together in a cooperative effort. There must be an interdependent as well as a collaborative relationship developed between the local education agency, the state education agency, institutions of higher education, the parents, and the students themselves with respect to mainstreaming. This entails efforts to conceptually understand the attitudes of one another as well as to develop a degree of philosophical tolerance since a successful mainstream program can only be defined in the final analysis in terms of all the participants. The needs and concerns of those affected must be considered before there can be a full understanding of what the total system is trying to accomplish. If the program is to achieve a modicum of success, there must be consideration given to the imputs received from all of those affected; these in turn must be viewed with respect to the goals and objectives of mainstreaming as a viable educational alternative. If students, parents, teachers, or administrators are resisting change, the potential for success is minimized.

The need for a more complete conceptual approach to mainstreaming is evident when one examines the negative effects that occur when children are merely administratively shifted from one classroom setting to another. The social aspects of such movements have recently been studied in Texas by Project Prime. The study examined the socioemotional effects on handicapped children placed in regular classrooms as well as the social perceptions of others toward them. The preliminary results suggest a similarity to the results of the earlier Orville Johnson studies, which, utilizing sociometrics, indicated somewhat negative perceptions of the handicapped by others in their environment. Such outcomes are not surprising and suggest rather emphatically that significant mainstreaming advances simply cannot be accomplished by merely moving children from one classroom to another. The kind of support that the student, his teachers, his parents, and for that matter the entire educational structure is receiving at the time of transition will affect the outcomes and may make the difference between the success and failure in any mainstreaming effort, legislated or not. Many general educators appear unenthusiastic about the whole concept of mutual or shared responsibility in educating the handicapped. This attitude is further compounded by the lack of agreement by special educators as to what are the best approaches to take or the best techniques to use in educating the handicapped. It seems to me that the crux of the issue is not in providing definitions that are uniformly acceptable or in legislating mandates or even in providing for adequate support systems, but in getting educators to try to understand how mainstreaming can affect each student in their schools. They need to determine as a school responsibility, not just a special education responsibility, the conditions under which the student can best learn. Integration of handicapped children with normal peers must be based on more than individual, appropriate assessment. Providing an instructional program that considers individual and mutual responsibilities on the part of teachers is a critical next step. The concept of shared or mutual responsibility appears to be the most difficult one to implement.

Mutual responsibility is an evolutionary outcome of both individual and alternate responsibility for handicapped children. The primary areas of school responsibility for handicapped students fall into four general categories:

1. Assessment, which entails identification, planning, and determination of cognitive styles, learning correlates, and task-level performance.

2. Curriculum and Instruction, which encompasses teaching strategies and materials necessary to deliver a predefined course of studies.

3. Mobility and Articulation, which implies physical movement necessary to achieve an optimal learning environment for the learner, given his strengths, weaknesses, and abilities to cope with different educational and social settings as he articulates through the grades and between schools.

4. Management, which includes the utilization of all available and approved systems and approaches necessary to systematically modify as well as to define the learner's behavior in any given period of time.

Individual Responsibility

Not too many years ago, persons who were titled special educators were expected to assume total individual responsibility for students labeled "handicapped" or "exceptional" in the four general categories listed previously. They were supported by ancillary personnel, but for the most part, they assumed primary responsibility for assessment, curriculum, mobility, and management of handicapped children in self-contained classrooms. In many school systems where self-contained classrooms were the mode, handicapped students were somewhat segregated physically, socially, and academically from their "normal" age-mates. Any interaction with their normal peers was accomplished mainly by chance, such as eating in the same cafeteria at the same time as "normal" students or taking physical education at the same time as "normal" students. Special educators were, by and large, expected to be experts in the particular handicapping condition or conditions manifested by their students. The educators were expected to design a "different curriculum."

Alternating Responsibility

Forward-looking administrators and teachers began some years ago to encourage the integration of handicapped students into regular classes, bringing about an alternating responsibility for educational programming. This approach or system, in most cases, was and still is somewhat loosely defined and poorly structured. The success of this approach to mainstreaming depends upon the competencies and public relations abilities of the special education teacher, the attitudes of the principal and his key teachers, and the attitudes of the regular teachers who are the potential recipients of the handicapped students.

Alternating responsibility roles are currently reflected in two situations by special education personnel: the self-contained classroom teacher and the resource teacher. The fundamental difference between the two is that the resource teacher moves from classroom to classroom or removes students for specific instructional purposes while primary responsibility for the students rests with the regular educator; the self-contained special education teacher on the other hand assumes full responsibility for the students except that they attend regular classes for part of the school day. Some systems refer to the resource teacher's efforts in this situation as an "integrated program" approach. Others are calling this model their "mainstream program." They say that as long as a student is in the regular classroom part of the day and as long as he is the primary responsibility of the regular classroom teacher, he is being mainstreamed. Regardless of what it is called and of who assumes more responsibility in which situation, there are some serious problems with the alternating responsibility approach. This system of serving children appears to be the most popular one in public schools today, with little research, if any, available to support its efficacy. Our experiences in technical assistance, however, have indicated that the following areas need to be investigated or at least considered with respect to alternating responsibility.

1. Handicapped students who are resourced out of the regular classroom may be overloaded with two programs, for example, two reading programs offered simultaneously by different teachers.

2. Poor or inadequate communication between resource and regular classroom teachers may result in a lack of cooperative planning.

3. Constant movement of the student in and out of the regular class without appropriate interface between the resource and regular teacher can result in negative feelings because the regular teacher may not want the student to be out of the room at a given time.

4. The shifting of responsibility back and forth, based on exclusive academic areas of concern, results in no one accepting full responsibility for the student's progress.

5. There is evidence to support the contention that the alternating responsibility approach can result in the student being involved in academic task level work for the resource period but sitting around doing little or nothing for the rest of his regular classroom time.

6. The responsibility to explain the student's placements, progress, and educational performance may become too diffuse in an alternating responsibility program. The parent may be forced to communicate with educators who, as a rule, do not communicate with each other.

7. The entire evaluation process tends to break down as the student begins to exhibit strengths and weaknesses within the educational prescription as it was originally designed for him. Educational prescriptions may not be updated or reevaluated because formal procedures have not been set up by the school to accomplish this task.

8. Finally, and probably of most direct concern to the student, is that he may feel he is being shifted from one teacher to another with the responsibility for interface of much of the communication between his resource and regular teacher channeled through him. "John, what are you doing in reading now?"

Mutual / Shared Responsibility

Recently, some school systems have adopted a more shared or mutual responsibility approach to serving handicapped children. The mutual responsibility concept appears to be the most progressive in the evolutionary continuum of mainstreaming handicapped children. The most cogent aspect of mutual responsibility is the one that suggests that all teachers, regular and special, operating as a team, must bring to the learning situation all the skills, competencies, and attitudes that will enable a shared responsibility to become a reality. In a sense, this means that one may have to forget that he is just a third grade teacher or that he only teaches social studies and bring all his strengths to this task of providing for more comprehensive programs for the handicapped. There are some social studies teachers at the secondary level, for example, who have excellent backgrounds in reading that may never surface unless the individuals are called upon to exhibit these strengths in a team-oriented situation. The implications for mainstreaming using this approach are at once apparent. Before one can successfully provide for the educational needs of children with wide ranges of individual variation, one must consider the skills that must be present or developed in teachers so that interface between the regular and special education teachers will bring about optimal growth and result in maximum efficiency of learning for each student. Mainstreaming therefore becomes a natural outgrowth of good education and effective individualization of instruction and is not merely conceived of as an administrative expediency developed for purely economic reasons. To be successful, mainstreaming must be a total school effort, with all the support systems operating together to provide for the varying needs of all children. This holds true for the identified and labeled children, as well as for those who are in regular classes but who are not receiving special services due to lack of program funds or poor educational management. The important thing in the whole approach is the idea that the special education teacher and the regular class teacher together plan, coordinate, and evaluate a program for each particular student, so that one teacher is not teaching him by using reading method A while the other is also teaching him reading using a conflicting approach.

Under a mutual responsibility "umbrella program" some students may never be fully mainstreamed; some may spend most of the day with a trained special education treacher. By the same token mainstreaming to its fullest extent will be accomplished for each handicapped student for as much of the day as necessary, depending on his abilities to function in a regular educational setting. In the context of evolutionary change, we can say that the degree of mainstreaming accomplished in reality depends upon the physical environment, the attitudes and skills of educators, and the support services and material resources of a given school. Physical manipulation of children can be mandated in many ways, but growth can only come about through a thorough knowledge and understanding of what it is that needs to be changed.

Mutual responsibility mainstreamed programming can be promoted and achieved or inhibited and defeated by factors operating from within the schools and from within the community. Such factors include:

1. Support systems within the schools

The critical support person in the school is the principal. The principal, as instructional leader of the school, can unite the forces necessary to promote a successful mainstreaming program. He can gain support for mainstreaming with respect to mutual responsibility or he can negate the concept and discourage any movement in this direction. Lead or key teachers, both those designated as such and those who function de facto as lead teachers, are important allies in any mainstreaming program. Personnel, such as special education teachers, guidance counselors, psychologists, and those who function in a social service role, can be invaluable as support personnel. Support from supervisors and central administrative personnel will encourage mainstreaming program development and can aid in the acquisition of inservice training funds. These individuals have a great potential for sparking the multiplier effect within the educational community when they promote particular worthy programs.

2. Legislation and funding patterns

Legislation may mandate change (e.g., Massachusetts Law 766). State laws that are based on excess funding can, in a sense, inhibit mutual responsibility mainstream approaches. Where special education personnel are limited to working only with identified handicapped children and have little opportunity for multiplier effect through a direct sharing relationship with regular classroom teachers, opportunities for success are limited. Legislation has the most change potential. The difficulty, however, occurs when laws are imposed on a system without considering whether or not the system is educationally prepared to effect a mainstream program.

3. Planning

A mainstream-mutual responsibility approach requires, initially at least, substantial planning time for all who are involved with particular students' programs. This planning will of necessity need to be intermittent, and in some cases, it will occur at frequent intervals. Due to scheduling priorities of one kind or another, school systems as a whole, are not set up to allow for appropriate planning time. This problem is not irreparable. In fact, school systems in certain areas of the country (e.g., Norfolk School System) have developed a program whereby school personnel have ample opportunity to plan for individual student needs. This entire area of planning to meet student needs warrants further investigation and development.

4. Special programs

Special school programs funded through local, state, or federal sources, by the nature of their exclusiveness, can limit a mutual responsibility effort. Often some of the students who participate in these programs have handicapping conditions. Due to the nature of the program and the selection criteria, students in some of these programs can be served by only a selected group of teachers. These students may be excluded to some extent from a total school effort. From another point of view, materials purchased and developed for these programs must remain within the program both physically and logistically, restricting their use within the total school. Operating mutually exclusive and separate programs within the school may tend to affect role definition, which in turn may inhibit the mutual responsibility potential for services to all the students in a particular school. It is interesting to note that new changes in legislation have had just such an effect on schools, especially in the area of the handicapped. Head Start laws which legislate that a certain percent of the children served must be handicapped is a case in point.

5. Special education supplements

Some states are still providing special education teachers with an extra monetary supplement. This practice may be questionable in one sense and in another it may also have far-reaching implications with respect to mutual responsibility-mainstream programming. Regular teachers in some instances resent the practice of giving special education teachers an extra supplement, especially in a shared or mutual responsibility program effort.

6. Role expectation

Special education personnel in most school settings are expected to be specialists or experts. Many perceive of themselves that way and are in turn perceived that way by regular educators. Preconceived ideas of what is expected of us as regular or special educators, can, it is felt, inhibit attempts at mutual responsibility-mainstream programs. Except for those working with moderately to severely sensory deprived and the severely disabled and retarded, differences between what regular educators and special educators do in actual teaching situations are negligible. The whole question of differences between regular and special educators needs further exploration.

7. Job security

Special education personnel have expressed fears that the mainstreaming approach will displace them from their jobs. In a sense, it can be said that poor teaching in regular education or special education will tend to become more obvious in mutual responsibility situations. Mutual responsibility, by its nature, involves and requires more accountability. It is anticipated, however, that in the future special education personnel will be required to assume more responsibility in a traditional sense for the severely handicapped and the multihandicapped. In this way, they will assume the more traditional role of the special educator. The mildly handicapped who are presently served by special education personnel will probably become the focus of initial mainstreaming efforts and be phased into regular class programs where they can easily be accommodated. Some educators have stated that the mildly handicapped probably should never have been taken out of regular education. The potential impact of well-trained special educators on the total educational milieu has yet to be determined. In this vein, special educators, by the nature of their training and experiences with the handicapped, have great potential to function as change agents in today's public schools. Historically, many of the innovations that have now become institutions in American education were founded and tested by special education personnel.

8. Pressure groups

Another important consideration with respect to potential impact is the effect of such pressure groups as parent groups and teacher unions. Misconceptions about what mainstreaming is or about what it attempts to accomplish abound, and intents and service delivery systems in this area need to be clarified before any hard-and-fast decisions are made. The foremost consideration is the child and how he can best be served. Predetermined factors to be included or excluded must be carefully weighed in view of legislation, litigation, and patterns of change. Parent groups who may be for or against mainstreaming efforts need to understand the concept of mainstreaming more fully before they become vocal about it, within their community. Many agree that the handicapped student should be with his normal peers as much as possible considering his strengths, weaknesses, and future goals. Schools, as preparation for later life experiences, can become more closely atuned to the world of work and society-at-large when the handicapped are an integral part of all the activities within the schools. Mainstreaming offers less segregated and more real-life involvement opportunities within the normal home-school-community milieu. In this respect, mainstreaming programs may be in the best interests of all the students, handicapped or not.

9. Attitudes

Probably the most important factors to be considered are the attitudes of the educators, parents, and community toward the handicapped as a group, since these attitudes can affect the success of any mainstreaming effort. Fears and misconceptions need to be assuaged by current, accurate information before any positive gains in mainstreaming can be achieved. This most difficult aspect of achieving change requires a unified effort, in the most basic sense, from those who are trying to initiate mutual responsibility role delineations toward a mainstream effort.

10. Training

Training for mutual responsibility programming concerns every level of education. Much more is involved than merely equipping the regular class teacher with additional skills to enable him to teach more handicapped students. Training must be viewed within the context of its potential for precipitating a parity relationship between the institutions of higher education, the state departments of education, and the local education agency. These must collaborate to delineate the kind of training needed at both the preservice and inservice levels. More educators today are recognizing the necessity for a common core of skills for all teachers regardless of specialization. They are also recognizing the need for the general educator to acquire the skills that will enable him to deal with more variations in students.

Conclusions

It has been said that in attempting to establish a mainstream approach for educating handicapped children one must consider the intricacies of "buy-in and trade-off." Sometimes, as the proverbial cliché suggests, "You have to give a little in order to achieve the higher good." What are the prime motivators in attempting to achieve change? How do we get more than just participation? Legislation and other traditional power techniques have succeeded in the past to get participation. However, it seems that participation is just not enough. It may be a beginning, the first step. The important goal, and the most difficult one to achieve, is getting personal commitment and involvement. This objective requires a systematic approach with built-in, tight support systems for all those involved in the process.

Where are We Going?
Reflections on Mainstreaming

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In the fall of 1976 we are well into a shift of emphasis in the delivery of services to handicapped children. Although we still acknowledge the need for services separate and apart from those for normal children, there has been a significant shift of emphasis to the delivery of these services within the mainstream of education. This change has elicited excitement and acclaim as well as consternation and dissatisfaction; and it has generated an enormous amount of activity nationwide as educators search for ways to more effectively serve children. Their efforts represent an ethical commitment to all children — a commitment that is being spurred on, encouraged, and (we might as well be honest) demanded by legislative and judicial dictate.

Mainstreaming As Part of a Trend

An examination of history reveals that mainstreaming is but the next logical step in a process that began in the late nineteenth century with the establishment of residential schools for the blind, deaf, and retarded children. Reynolds (1974) has traced the history of services to handicapped children; his chronology can be summarized as follows:

Major Emphasis	Approximate Time	Description
Residential schools established	Late 19th century	Care in institutional setting, totally separate from family and community
Community "special class" and "special school" launched with connections back to residential schools for staff and curriculum	Early 20th century	Day school situation: children living at home but educated by special teachers in special schools or classes

"Explosion" of services with rapid expansion of simple model	1945-1970	Children served in public schools, but for the most part segregated into special rooms with special teachers. Normalization concept began strong thrust.
Least restrictive environment	1970-present	Children being served in public schools, but increasingly in the mainstream of education with major responsibility upon regular classroom teachers. Special education teachers moving to support role of regular teachers. Alternatives available for those who cannot function within regular classroom. Inclusion versus exclusion and right to an education movements becoming strong.

When we look back over the past ninety years, it becomes clear that separate, exclusive means and methods of serving handicapped children are giving way to procedures and approaches that allow these children to come out of isolation. The new emphasis allows them to learn together with their "normal" peers. It recognizes and gives weight to the idea that handicapped and nonhandicapped children are more alike than different, and it recognizes that educating them separately is not only costly and ineffective but may not adequately meet their needs.

Whereas once our problem was whether or not to segregate the child in order to get special help to him, this new trend provides a number of alternatives, such as (1) meeting the needs of the child in a regular classroom with little or no special education support, (2) meeting the needs of the child with varying levels of support, or (3) meeting the needs of the child in a noneducation setting (Deno 1970). In searching for the appropriate alternative, one should remember that the least restrictive environment possible is the most desirable.

Mainstreaming is viewed by many as a brand new idea, one which if ignored will ultimately fail. New or not, it is evidence of a logical progression from institution to day school to segregated room to regular classroom. It is obvious that the trend will not easily be reversed; instead, as we look to the future it makes sense to take this next logical step.

The very fact that we have recently moved into a new phase accounts for the accompanying uncertainties. We are caught in the very throes of change with all the problems naturally associated with a state of change.

Change in our world is constant and inevitable. The truth of Robert Oppenheimer's statement (1955) that "the world alters as we walk in it" is an obvious one, but we tend to ignore that truth. Not until we reach a major milestone do we recognize the change it heralds. Suddenly we feel confronted and threatened by massive changes that have been occurring all along, unknown to us.

Recognizing that we are part of a trend that has a long-standing history may do much to assuage our fears and permit a more intelligent search for effective methods of educating our children. Our natural resistance must not blind us to either the dangers or the advantages of the changes that mainstreaming brings.

What Are the Changes?

As a consultant to school districts involved in the everyday, nitty gritty process of implementing this new delivery system, I can say that I have seen many changes over the past five years. Some of these changes have been only superficial. I have seen children removed from segregated, self-contained rooms to a regular classroom where they sat in the back and colored pictures for most of the day. I have seen a system of grouping (termed "appropriate placement") that is in reality a tracking system. But I have also seen changes that are not superficial, that appear likely to last.

During these early stages of mainstreaming I find it impossible to state with certainty which changes will be permanent. Instead I find it more appropriate to describe those changes that I believe are not superficial—the future will determine their permanency. During the past five years I have observed three kinds of changes: those relating to administrators, those relating to regular classroom teachers, and those relating to special education teachers.

ADMINISTRATORS

Mainstreaming as a vehicle. The most evident changes have been in schools where a basic commitment to children and a concern for individual needs existed. In these schools mainstreaming has been a vehicle for altering regular programs with which the administrators were dissatisfied because they believed that many children, not just special education children, were not learning satisfactorily.

Obviously, special education children have been removed from regular education programs because they do not fit in. If these children are returned to those same programs, they will still not fit in; therefore, many schools have completely revamped their entire organizational pattern and curricular approaches, not only to accommodate handicapped children, but also to meet the individual needs of all their students.

In some instances entire faculties have seized upon this opportunity to make desired changes. In the process, mainstream children are accommodated and the whole school benefits. One example is Dawson Elementary School in Austin, Texas, which over the past five years has developed a complicated, sophisticated system that attends to the needs of all its children. Special education children are more than adequately served within the mainstream, but they are not the only children so served. In fact, this school has developed a system so sophisticated that it is able to admit and maintain special education children who have been removed from other schools due to the severity of their behavior problems. These children are fully mainstreamed in the Dawson system and experience success—many of them for the first time in their lives.

Mid-management changes. Principals have been forced to familiarize themselves with programs about which they previously had felt little need for knowledge or training. In the mainstreaming movement regular classroom teachers become responsible for the majority of special children, and those children are no longer found in one room at the end of the hall. Rather, they are now present within the total system, for which the principal is responsible.

Principals have suddenly found themselves as managers of the special education delivery system. It is a support system and as such requires a manager with authority and wide-sweeping powers. Principals have had to learn how to identify and secure resources both from within and from without the school. They have had to learn how to coordinate the resources, i.e., how to avoid having four programs operating for a child at one time.

The greatest change at the mid-management level, however, has been in the growth of planning skills. Principals have learned how to plan for individual children, how to plan for problems that regularly arise in the mainstreaming situation, and how to plan to manage the actual process of change itself. The maintenance of handicapped children on a campus that is making a specific effort to maintain them successfully requires skillful planning.

Another change which I have observed is the opportunity for both mid-management and upper management levels to have input into preservice training programs for teachers. Many college and university training programs have not kept abreast with the changing needs for personnel qualified to work with children who have learning problems; as a result they are producing teachers without the necessary skills to work successfully with mainstreamed children. There is some indication that preservice training programs have begun to question administrators as to the needs of the schools so that their training programs can become more effective. This does not appear to be a widespread movement, but tentative beginnings can be seen.

Upper-management changes. Until 1970, the very nature of the system whereby services to special children were delivered required the development of separate power structures. In many school systems of the early seventies a director of elementary programs and a director of secondary programs both worked under a director of curriculum. Equal in authority to the director of curriculum was a director of special education under whom also worked a director of elementary programs and a director of secondary programs. The director of curriculum had supervisors who worked with regular classroom teachers, and the director of special education had supervisors who worked with special education teachers. In other words, two complicated power structures had developed since 1945, power structures that were normally isolated from one another, and that acted independently.

The power structures were so separate that principals who were ultimately responsible to the director of curriculum found themselves in buildings with special education teachers who were not responsible to them, and who were even evaluated by the other power structure. Often these principals had no say in the hiring or firing of the special education personnel. In some instances the special education program was so separate that space would actually be rented by special education departments for classes in regular buildings.

With the advent of mainstreaming these two power structures have clashed head on. It is no longer possible for them to remain separate. They have had to come to grips with "Just who is in charge of what?" They find themselves in a position where one power structure has the money and the children who need service while the other power structure has the personnel and the major responsibility for delivering the service. Of necessity they have had to abandon their isolation and assume joint responsibility—guarded though it may be.

REGULAR CLASSROOM TEACHERS

It is within the regular classroom that I have observed the greatest change. (The change in many instances has been a painful one because it is here on the firing line on a day-in and day-out basis that change has had to take place in order for all to survive.)

Accountability. Teachers have had to become accountable, not only to the handicapped children within the room, but to all of the other children for whom teachers have not previously been held formally accountable. Evaluation designs (some would say as a spectre in the background) now gauge the progress or lack of progress children are making in the mainstream situation. On the whole I have not found that teachers fear accountability—many seem to welcome it. But it is something new.

Individualized instruction. Many teachers have turned to the techniques of individualized instruction (with particular emphasis upon organizational strategies and adaptation of curriculum) in order to allow children to move at their own rate, work at their appropriate instructional level, and learn by the manner in which they learn best. The use of these individualized instruction techniques becomes an incredible burden if applied to special students only and not to the entire class; consequently, teachers who previously did not use individualized instruction techniques have had to reorganize their total program. This is a tremendous change, and in itself is enough to cause major problems. Those schools that have committed themselves to individualized instruction before attempting mainstreaming appear to me to have a less difficult time in maintaining handicapped children. Two such districts with which I am familiar are Comal Independent School District in New Braunfels, Texas, and Pinellas County in Florida; in both of these, handicapped children appear to have been absorbed into the regular curriculum with minimum distress for both children and teachers.

Materials. Another change is the increased use by classroom teachers of materials (both commercial and teacher created) other than textbooks. The use of additional materials extends beyond handicapped children to all the children in the class. Of particular note is the trend toward materials that engage a variety of senses and not just sight (reading).

Attitudes. The attitude of regular classroom teachers toward the maintenance of handicapped children within their rooms appears to be in flux. Some teachers appear to have greatly changed their attitudes, and evidence increased confidence in their ability to handle such children (Drezek 1974). Other teachers, however, still appear to be unfavorable in their opinions

(Chaffin and Geer 1975). My impression of teacher attitudes is therefore ambivalent.

SPECIAL EDUCATION TEACHERS

Function. In the past few years, special education teachers have experienced multiple changes while searching for meaningful ways in which to function. Few things are as threatening as having one's job role changed significantly, and no one with practical experience available to help define the new role. The three teacher role models represented by the well-known Resource Room Model (Hamill and Wiederholt 1975), the Diagnostic-Prescriptive Model (Prouty and McGarry 1973), and the Vermont Consulting Teacher Model (McKenzie et al. 1970) appear to be among the ones to which special education teachers have turned as they grapple with this challenge. However, seldom, if ever, is the teacher role as defined by the original model identically reproduced in another setting. The teacher role model that I have observed most frequently has been a combination of the three above mentioned models.

Client change. One of the greatest problems that special education teachers face is the change from working primarily with children to working primarily with adults. The regular classroom teacher with whom the special education teacher works becomes the primary client.

Special education teachers are not generally labeled mediocre. It has been my experience that when administrators are asked to evaluate special education teachers they reply that these teachers are either the most talented, skilled, knowledgeable people on their staff, or else the least capable members. It is almost impossible for the special education teacher with few skills to advise the regular classroom teacher, and the special education teacher who is highly skilled still faces the difficulties of working with another adult.

What is the Next Step?

Special education teachers and other special education personnel have worked long and hard over the past few years to get regular educators to assume meaningful responsibility for handicapped children in the mainstream. The personnel as a whole have discouraged, even castigated, the use of labeling. They have encouraged the expenditure of funds to educate regular classroom teachers to meet the needs of handicapped children, and in general have promoted mainstream concepts. Within the past few months a curious phenomenon, difficult to describe and impossible to document, has surfaced. I sense a retrenching or regrouping of forces: it appears in the sudden attachment to and reemphasis upon labels, categories, and in-depth diagnostic procedures. Are some beginning to fear an almost total assumption of responsibility by regular education? Such assumption is not the intent of well-organized and purposeful mainstream programs.

Can we project the future from a study of the past? The emphasis has shifted from institutions to special day schools and segregated classrooms, and most recently to regular classrooms. What next? If the trend that I have described continues, will it indicate that regular education will be assuming more responsibility for most of the services to handicapped children? What then does the future hold for special education? What will our responsibilities be? Will special educators focus their attention and energies in the area of the severely handicapped? Some have even asked whether we will exist in the forms that we do today.

The answers to those questions will come with time, but I believe that the trend in which we now find ourselves will continue. In the future only those who work directly with the severely handicapped may exist as a separate, identifiable group. We may well be absorbed into a larger system, carrying with us the desire to facilitate the learning of children with problems. As we become more involved in the total decision-making process of this larger system, our contribution may hasten the time when education that is "special" is available to everyone.

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Considering the Issues

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I wish to discuss a number of issues that I believe are relevant, pertinent, and, as a matter of fact, vital in viewing our job roles and subsequent responsibilities in dealing with young handicapped children. Perhaps it is redundant to enter into a discussion of the history of special education; nevertheless, a short review is necessary for perspective. What I would like to do is compare a philosophy of what was with what is and then give my own observations of what should or will be.

At one time, special educators were the good guys. They (we) were the people concerned about individual differences, about curriculums fitting the needs of children. We were humanistic, responsive, miracle workers. We often regarded ourselves as good fairies who thought we could turn frogs into princes.

The field devised categories, individualized delivery, and designed an accompanying pedagogy for each area of exceptionality. We devised methodology and techniques for training and teaching. There were self-contained models and itinerant/resource models and special schools and no special schools. In short, we devised a set of standards and a protocol that became virtually impregnable from without and quite rigid from within. As a matter of fact, we were, are, and may continue to be thought by many to be an incestuous sect—a group of separatists who refuse to interface with the general educational milieu.

During these years, the 50s and early 60s, the cutting edge responsibility for programming probably resided with the colleges and universities. The involvement of the federal government was token and vested in personalities of the moment. State departments of education had minimal staffs. Most general assemblies across the country expressed no real commitment, at least not financially. Local education agencies were either unwilling or unable to provide programs and services. In summary, what existed was a huge void, if not a vacuum. What existed was a need to provide for individual differences in education which really was reflected in a disinterested society. In effect, exclusion and nonservice prevailed.

During the 60s, parents and advocates became very restless. Parent associations began to organize with leadership and power. Policy groups in responsible agencies were being asked to show cause. In 1968, two significant events occurred. Dunn (1968) wrote an article upsetting the special education establishment. His paper seriously questioned existing practices, attacking both the philosophy and the delivery of programs and services for handicapped children. That same year the Bureau of Education for the Handicapped was created by legislation. This bureau was to become a highly viable and creative leadership force at the national level. Further, by 1968 nearly every state had some form of full or partial mandates to serve handicapped populations. Since that time, litigation has continued to have tremendous impact on the delivery of programs and services.

Just as with the theory of future shock, special education has changed shapes as much as an amoeba and color more often than a chameleon. In 1976, we are looking at issues and problems in the delivery of educational programs and services that were virtually unknown five, four, or even two years ago. In earlier years, we were trying to develop programs through emotional appeal. In 1976, law and enforcement are the order of the day. A need for alternative delivery and specialized programming has been replaced by mainstreaming philosophy. In 1976, dealing with the issue of procedural safeguards may be more important than the placement of children in programs commensurate with needs. In short, what is now may not meet anyone's expectations.

Today, we find ourselves grappling with issues no longer philosophical or idealistic; rather, we are dealing with reality. Let me briefly share some of my concerns and observations. The United States Congress has asserted itself and, consequently, so has the federal government. First, let me discuss the issue of unserved populations. If I appear biased in some of the impending statements, please know that no apology is offered. I believe that the present definition of unserved is narrow and unprescriptive and fails generally to respond to the needs of all handicapped. I believe any definition offered must include the concept of appropriate education. We know of the ever-increasing emphasis on programs for the severely handicapped. At the other end, we are all partially aware of the pressure upon most states, particularly those that now receive large sums in special, as opposed to general, education. In effect, we are being forced to expand horizontally, which means that programs must move quantitatively and with little regard for quality. The issue is not so much money or the lack of it but a combination of dollars plus manpower shortage and the inability of the whole educational spectrum to adjust as rapidly as needed.

I see us, then, expanding in both directions. Our field is being asked to assume responsibility for more and more children and youth who, philosophically and professionally, have not been considered a part of the handicapped and gifted population. Almost daily, most of us probably say, "What in the hell is special education?" We feel it in many ways. For example, many states now feel the squeeze of decategorization from such sources as teacher education and certification in state departments. On the other hand, colleges and universities have not yet really responded to the need for identifying the common elements that exist among programs, particularly mental handicap areas, for training purposes. There is little effort to alter those curriculums in the public schools which would be commensurate with the needs of the gray, hazy, area between formal special and formal regular education. Under the bell-shaped curve resides a mythical group—except that public school people consider them as being real—for whom almost no educational programs and services are provided. Will we be forced to take on this population? I am afraid of change that occurs before its validity has been established, just as I am afraid when change lags behind its time. Yet, when one looks at all the variables and factors that now affect our business, it is very clear that our forces of change are more external than internal. We are continuing to see an increase in resource room itinerant programming—i.e., mainstreaming—and it is happening at a too rapid rate.

Quantitatively, we are looking great. Qualitatively, it frightens me to think what might be happening to some of our children. I see the movement as being no different than the formerly unwritten law to place every child in a self-contained classroom: done without planning and well-designed programs both probably result in more harm than good. I believe we must deal with the whole issue of mainstreaming. What will mainstreaming become? Are our children "drowning" in the mainstream? Are we failing to deal with the real issues, such as traditional, unresponsive curriculums? What does the global concept of least restrictive alternative or environment entail? Does it really mean deinstitutionalization, or does it mean appropriate curriculum designation? Will this concept be defined only by the courts or through litigation? Even if the right to education is established, we must not lose the basic definition of education. Order does not always emerge from chaos.

Perhaps the real issues inherent in this particular discussion center more around areas of responsibility and degrees of professional emphasis. I sincerely hope that professional responsibility will have a place in the final decision making process, or we will be remiss if this aspect is not ensured. I hope that the federal government, Department of Health, Education and Welfare (HEW) and Bureau of Education for the Handicapped (BEH) will take a long, hard look at funding specific programs directly and possibly managing programs across state lines for the low-incidence, severely handicapped populations. There are populations in most of the country, in most of the smaller states, which probably cannot be managed in any one state. Possibly what we need are interstate consortiums or programs, but at this point I see no reason why there should not be direct federal government planning, funding, and possibly managing of programs for the deaf, blind, severely multihandicapped, and severely retarded. On the other hand, I believe states should continue to expand and assume responsibility for general special education program funding and delivery of services.

Most of us are familiar with the Deno Cascade of Services (1970). The states should be responsible for the ensurance of a full array of services generally consistent with that model. Federally appropriated funds should not conflict with the priorities established within states, particularly if the states have mandates and the full array of services. Procedural safeguards and due process are another matter. Since we already have those real contingencies and since there have been violations in past years, intervention may be necessary across the country. General concerns of the profession concerning due process are expressed often and vociferously. I am of the opinion, however, that this issue in concept is resolved because it is now law. The problem now is how to implement the concept—not what is meant by it.

I think we should all continue to express genuine concern regarding interpretation of all new legislation. Our concern should be for the children. We are living in a new era in special education; we are living in an era of public involvement. We must be responsive to Congress and to state general assemblies. We must be responsive to our own profession. We must be responsive to the public. Most importantly, we must be responsive to the needs of children. Perhaps our polemic dilemma can be summarized with the following bit of prose.

"TO THE WORLD'S GRAPE PICKERS UPON ENTERING THE VINEYARDS"

by Don Bates

> It has been the policy in the past, both formal and informal, to delineate the grapes. Because of the numerous varieties of grapes, we, the pickers, have let ourselves become specialists in our own variety. Seldom do we let ourselves sin by picking from the wrong arbor, for sinners will be damned.
>
> We now have pickers that specialize only in picking normal grapes; those that pick only healthy grapes; those that pick only sour grapes; those that pick only shriveled grapes; those that pick only subnormal grapes; those that pick only grapes that squeak when squeezed; those that pick grapes that grow only in the dark; and those that pick grapes that grow only in the quietest part of the vineyard.
>
> Now, fellow pickers, a problem has arisen among us. God, in His

wisdom, has permitted the grapes to grow and flourish. In so doing, they have come to know one another and, even worse, have joined in a union to produce whole new varieties of grapes of which we were previously unaware. Now we are faced with grapes that are sour and shriveled; grapes that are normal but squeak; normal grapes that grow only in the dark; grapes that grow in the quiestest and darkest part of the vineyard; grapes that grow in the dark and are subnormal; and, the very worst of our fears has been realized in finding subnormal, sour, shriveled grapes growing in the darkest and quietest parts of the vineyard.

Fellow pickers, we find ourselves in a terrible dilemma. On arriving at the vineyard, pickers are now seen looking over the various types of grapes trying to find those that they are prepared to pick. Now we are having full scale arguments between the pickers as to whose grapes are whose. While all this dialogue and diagnosing is going on in the vineyard, damned few grapes are being picked. As a matter of fact, if one looks at the vineyard, grapes are now scattered all over the ground and we are trampling them in our haste to find our own. Needless to say, this is a most distressing situation. However, a solution has been reached, which we hope will be agreeable to all concerned. We understand that at first it may work some hardships on various pickers, but please try to bear with us for the time being.

THE POLICY HENCEFORTH WILL BE:

Whenyouenter the vineyard, pick those grapes that are nearest at hand. Be not so concerned over the variety and specialty. Be sure you pick all the grapes that need picking. Be not concerned that someone else is working on the same arbor: grapes are grapes and he may need help.

In short, let's get the crop out or we will all be looking for jobs.

Sincerely,
The Management

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"Mirror, Mirror on the Wall"

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The views I present here are not in the mainstream of educational, administrative, management or social thought of many of my fellow superintendents. Since I have this opportunity, I want to address myself to mainstreaming as a broad social, educational concept. When we speak of mainstreaming we should go far beyond our usual definitions of handicapped. Mainstreaming is for all children; it is for all personnel; it is for the whole school and district; it is viewing each school as a growth environment for all its participants. Frankly, I have difficulty defining the handicapped. Is it the black or the white? The lame or the swift? The retarded or the gifted? The teacher who seeks help, or the teacher who is fully self-contained and self-sufficient? The principal so open that he is always being hurt, or the principal so closed and guarded that he never knows the pain of sharing (nor the rewards)?

Or are we all handicapped if we do not know ourselves, do not have some sense of power, some control of our own destiny? Are we all equally, but differently handicapped, if we do not know the worth and value of every other human being? Do we keep saying, "There, but for the grace of God, go I," or do we start saying, "My God, I need help, too, and from him and her and them."

Perhaps I need to spell out where I stand philosophically. When I ask myself what are the main purposes of education, I always respond with two. First, the educational process has to enhance the uniqueness of each individual. What I want for myself I have to want for you and for our children. I want to be me, I do not want to be you. Hopefully, you want to be you and not me. Education, if that is what the schooling process is, must be an expanding experience for children as individuals. Conformity, and maybe that is what schooling is too much about, is a detracting experience. I need to know my uniqueness. I need to be able to feel it, to have pride in it, to share it, to give it to you and others. And, for my own growth, I need you to share your unique self with me in the same feeling, prideful way.

Second, I see the need to assist children to cope with their environment: themselves, their friends, their family, their school, and their neighborhood, their nation, their world. But beyond that, I feel a need to help children develop the skills to change that environment when necessary. I am immensely concerned that the cult of accountability, pyramided atop the testing and data processing cult, is racing us pell-mell toward thinking of children as statistics, easily measured, finitely categorized into quartiles, percentiles, standard deviations, and lots of other mystifying terms I refuse to understand. Frankly, statistically my curve is skewed.

The concern I want to convey is one of children as children, children as human beings, children as citizens, children as people needing room and opportunity to grow into responsible, caring, problem-solving youth and adults. All the accountability and statistical measures in math and reading are not going to help our children to cope with racism, war, poverty, the environment, and an unjust social system. The goals, the purposes, the objectives of education have to be broader than our statistical measures. So does the process. Mainstreaming, as I see its construct, is that process.

Mainstreaming to me is the involvement of the total school: children, teachers, aides, principals, secretaries, custodians, cooks. It is a process of sharing what we know and feel with each other. It is a process of involving all the members of that school society in planning, implementation, and evaluation. It is a process that accepts a premise that all of us know more than any one of us. It is a process that accepts that each school is rich in talent and diversity. It is a process that accepts the contribution each of us can make to the growth of that school society. It is a process that accepts the school as a growth environment. It is a process that accepts. But our schools, our school societies, our society are not yet accepting institutions. They are not yet growth environments. My concept of mainstreaming includes everyone, not just those we label as handicapped.

We have developed neat, insidious ways to keep children out of the mainstream. Let me use one example. Some years ago, a former state superintendent of public instruction, a fearless and feckless character, was on one of his frequent spreading-the-gospel missions out of state. On this occasion, he was in Portland. He was there with his concrete mind—all mixed up and permanently set. To a teacher's earnest question of what to do about kids who use bad language at schools, our leader replied, "Send them home to stay until they learn proper English." I know of a case in Vallejo where that was attempted. A seventh grader called his teacher a MF. She was greatly upset and could not be mollified until she was assured that the vice principal would take that youngster home and confront the parents with the awfulness of his language. Reluctantly, the vice principal did. He rang the doorbell and waited for the parent; the door opened. The father took one look, recognized the vice principal, and said to him, "Now what has that little MF done?"

We continue to send children home or lock them out in more subtle ways for the language, habits, and culture they bring to school. Here was a child that needed to be in school, needed to be mainstreamed, needed to be in a growth environment where he could discover other more acceptable unique qualities about himself. Here was a child who needed assistance to cope with the totality of his environment. Here was a child who needed some skills to know how to go about changing those aspects of his environment that obviously needed changing. The child was not the only one who needed to grow. The teacher had equal needs.

That teacher needed to learn how to accept the differences among her pupils—not just their reading and math scores, but their language, customs, and value systems. She needed to learn that this youngster had come from a different society, not less good, not better, but different. She needed to understand that this child had some uniqueness to offer her and the other pupils. She needed to understand that the white middle-class society and its value system are not necessarily exemplary. She needed to understand that the mainstream of American society must be pluralistic and that she had missed a chance to add a dimension of pluralism to her school society.

Too often, I am afraid, the teacher in the classroom falls into a very human habit of wanting to see reflections of herself. We can almost repeat those words of vanity, "Mirror, mirror on the wall, who's the fairest one of all?" And, as that story goes, the sought-after answer is "Why, you are the fairest one of all!" We tend to be most comfortable with those who are mirror images of ourselves; we want to separate those who are different to get rid of the extremes. As each extreme is removed, there is, of course, a new extreme. That was the process we went through for a number of years. We created special classes for every imaginable deviation from that mirrored norm that our nice, neat, healthy minds could imagine, such as, retarded, severely retarded, emotionally handicapped, educationally handicapped, and on and on. But you know them as well as or better than I. Then, as if that separation was not enough, we devised all kinds of ways of further sorting children. We grouped within a room or among rooms. We were smart though because we gave them clever, concealing names like Bluebirds, Yellowbirds, Redbirds, or Alpha, Beta, Gamma, or x, y, z. As smart as we were, the children were smarter because they knew, and felt, that no matter what name we called them we meant dumb, average, and bright. What a terrible decision to make about children. We were deciding that we would expect less from two out of every three children than they were capable of giving. That self-fulfilling prophecy was fulfilled.

Due to our reliance on testing and our looking too often at that mirror on the wall, we had handicapped all children. Not only did we have the intended classifications of handicap, we had unknowingly created the normal handicap and the bright handicap. All the children were now handicapped because there was no mainstream, no pluralism; and, since they had no chance to share their riches of difference and uniqueness with one another, there was no humanism. There was not even an opportunity to assist them in coping with their environment because we had altered the environment.

Unfortunately, that was not the end, nor even the beginning, of the devastations we heaped upon our children. Long before we developed those niches of handicaps we had excluded other children. We had totally separate schools, or no schools at all, for children who were black or Indian or Chicano. For two hundred years we looked at that mirror and said, "They are different, they are less good, they cannot go to school with our children." And, we continue to say it today. Despite concerted efforts during the past several years and notable gains in some geographic areas, more children and youth are in racially isolated schools than was the case just a few years ago. That mainstream of America and of American education is still an elusive goal for whole segments of our population. As my wife said, when she inquired about the topic of this paper, "The mainstream is great as long as you are not up a side creek without a paddle." That is true because we have put so many children up those side creeks and not even given them a paddle. Now we have the Holt Amendment to the Education Appropriations Bill, which forbids assigning children to school on the basis of race, ethnicity, or sex. Even Congress is telling whole segments of our children that they shall not get into the mainstream.

The mainstream of America is everyone. The mainstream of education is everyone.

Earlier, in an illustration, I was critical of a teacher. Perhaps it was unjust. Perhaps her college or university thought that the way to educate her, to help her grow, was to train her. Her professors called themselves "teacher trainers." That terminology disturbs me. Please! You train dogs and lions. You educate people, and help them to grow. Call yourselves and your programs something else. If you are bankrupt for titles, let me suggest "Leader of Learners" or "Growth Gurus"; almost anything except "trainers." Perhaps that teacher was lonely, unsure, afraid. Perhaps her school was not a growth environment for her. Chances are that she had no opportunity to participate in the school's plans; that she was not able to even discover, let alone share, her uniqueness with other teachers; that she was not able to share her skills, or her fears, with other teachers. Chances are that she had no opportunity to develop trust in her principal and fellow teachers. Chances are excellent that a growth environment does not happen by chance. It happens because someone cares enough about how people feel about themselves and others and their work to bring them into the mainstream of that school. It is exceedingly difficult for me to imagine how children are to become creative in their learning if their teacher is not creative in her/his teaching; how children will enhance their uniqueness if their teacher has no opportunity to enhance her/his uniqueness; how children will learn to cope if their teacher cannot cope; how children will learn to effect change if their teacher cannot change; how children will grow if their teacher cannot grow; how children will develop trust if their teacher is not trusting; how children will become humane if their teacher is inhumane.

Fortunately we are beginning to turn around, beginning to see the needs of all children, not separate, but together and strengthening each other. As this encouraging movement called mainstreaming gathers momentum, however, it causes me some anxieties. First, as we bring our so-called handicapped children back into the mainstream, are we really sure it is a healthy, growing environment for children? Is that mainstreamed classroom and school accepting, and human, and sharing? Is it an environment where all the participants are growing? Is it a place where all the participants feel good about themselves, about each other, about their roles?

Second, I do not sense much advocacy to include in that mainstream the pluralism of our society. There are times when I feel terribly alone as I advocate desegregation and integration. There are times when I feel I have been swimming upstream throughout my career, that suddenly the waters run faster as I grow weaker. So, as I pledge my support to you in your efforts to mainstream the handicapped children, I solicit your support for my efforts to mainstream all children regardless of race, ethnicity, or economic status. I ask your support for a national view of mainstreaming that supports the Fourteenth Amendment of the Bill of Rights—"equal protection under the law." Together, for all children, we can reflect on John Donne's words, which I paraphrase: No man is an island unto himself — each is a piece of the continent, a part of the main — any child's death diminishes me for I am involved in mankind.

Some Fundamental Issues on Financing Special Education

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Presented here are preliminary findings arising in part from a study on the financing of special education which I am conducting for the Illinois School Problems Commission and the Illinois Office of Education. The theme of this monograph, though a worthy subject in its own right, has far-reaching implications. It raises many questions about the trends in special education—where it has been, where it is, and where it is going. I want to pursue these questions briefly, because I think the answers will provide perspective for a more rational system of financing.

Changing Nature of Special Education

Special education started as a program of instruction to meet the needs of severely handicapped children—those with serious neurological and physiological difficulties. These children, constituting something like four to five percent of the total school population, had special learning difficulties that were not explained or altogether associated with their primary handicaps. Programs for these children were intended to meet individual needs: they became unique, developed a public and political constituency, and contributed to the general effort of the school systems to focus more attention on the needs of every individual.

During the past quarter of a century—roughly 1950 to 1975—there has been a profound expansion in the scope of special education. Much effort has been devoted to invention of better labels or definitions, so as to accommodate learning and other developmental needs of pupils within a more dignified and humane mode. For example, "exceptionality" has replaced "handicap," and "slow learners" has been substituted for "mentally retarded." Some of these terms may be just as ambiguous as their predecessors, but at least they sound better.

The general trend in special education is toward inclusion of children with less severe educational handicapping conditions or "exceptionalities." The major question today is whether special education has reached a crossroads or a watershed in its drive to meet the needs of individuals. No matter where we draw the line for admission of pupils, there are always some just beyond the limits who need some special attention not presently provided. Thus, my first major premise is that special education is set on a course of individual need fulfillment—the fundamental objective of all education in our society. It can neither stop nor retreat; it can only continue to expand until a totally adaptive or responsive school system is developed for every individual.

An important issue in education is whether this expansion of resources in the system should be conducted through special education modes of operation or in other ways. It is essential to recognize that attention to individual needs is the objective of the total school system and not the exclusive prerogative of special education. For example, I estimate that two-thirds of all special education pupils today are already in mainstreamed regular programs and assigned primarily to regular teachers. The special teachers provide supplementary instruction and service. One of the foremost issues in mainstreaming is not who should be mainstreamed (out of the five percent of handicapped pupils), but how to improve the shared instruction of those who are mainstreamed and those who will be.

Thus the tendency toward separatism, and of bifurcation in the early stages of special education, may be dissolving in the process of expansion. The terms special teacher and regular teacher will have to be redefined in new contexts of knowledge and modes of operation. The dreams of special administrative and instructional empires may vanish, but the skills of expert diagnosis and teaching will continue. As school systems move further toward meeting the exceptional needs of all individuals, they will capitalize on the contributions of special education programs, vocational education, the so-called academic areas, and the special service areas of counseling and guidance.

A dilemma now appears as to how school systems can develop further to become what I call "totally adaptive systems" to meet the exceptional needs of all individuals. If the development proceeds mainly through special education programs, then ultimately special education no longer will be entitled to designation as a special field. Special education would change from the stage of a component part to the encompassing perspective of the total system. This may be a good route for future developments. In any event, if my major premise of a trend toward development of the total adaptive system is correct, the conditions of differentiated teaching talent and instructional strategies will persist; and the necessity to design fiscal methods to accommodate the system will follow.

Costs

We now have the methodology to determine total comparative costs of operationally definable programs with reasonable precision. Expenses fall into three broad categories: (1) direct instructional activities and materials; (2) public service, e.g., transportation, food service, rehabilitation, health; (3) capital facilities. These classifications permit analyses and comparisons across the great variety of needs ranging from the child who must have 24-hour a day care to the mildly exceptional pupil who requires only a little extra help above the regular child.

Costs vary with the severity of handicap, which in turn calls for varying intensity of educational resources for treatment or instruction and allied services. Costs are relative to a common base of reference, which I have used in a number of studies in the elementary school grades, excluding preschool pupils and those in all special programs receiving special state and federal earmarked aids. The base of reference is defined as regular pupils.

High school programs can be structured as basic academic, vocational, and special education. The latter can be compared to basic academic programs internally within the school or to the regular elementary base for comparisons within and among twelve-grade systems.

My purpose in mentioning these structural matters is to emphasize that we cannot single out special education, or any other program area, and develop a rational method of cost analysis solely for that area. The analysis must be based on the total structure of the programs and services within the system. We need a uniform, general structure of cost analysis to serve the following purposes:

1. To provide a picture of reality for local planning, operation, and evaluation
2. To provide better comparisons among school systems within states
3. To provide better comparisons among states
4. To improve the equalization of state aid in relation to educational needs among systems
5. To assure fiscal neutrality with respect to:
    a. Variable prevalence rate of high-cost pupils among local districts
    b. Variable impact of pupil needs upon the local district tax base
    c. Flexibility of instructional strategies within and among programs as to
        — Degree of mainstreaming
        — Differentiation of teaching and learning styles
        — Development of "preventative" measures
    d. Start-up costs of new programs

e. Responsibility for pupils
  - Shared rather than proprietary interest within schools
  - Assignment of severely handicapped pupils to special regional centers, private agencies, and nonschool governmental agencies

6. To improve the state educational information system:
  - Basis of fiscal analysis in relation to educational programs and objectives
  - Leadership and monitoring functions of the Office of Education
  - Public policy formation

Concluding Remarks

A system of program cost analysis is one of the most fundamental needs in education. Such a system must be designed to fit the best possible organization of instruction and supportive services to children. In the current Illinois study I am pricing out twenty-two special programs including preschool handicapped, kindergarten, compensatory (Title I federal), bilingual, and gifted. These exclude some fifteen vocational programs receiving special aids in five major areas of agriculture, home economics, trade and industrial, business and distributive, and health occupations. New developments are observed among these programs to mainstream pupils with exceptional needs.

As we examine the school districts in Illinois, we find that most of the unmet needs in special education are mild exceptions that can be met in local districts. There are regional co-ops (Joint Agreement Districts) for concentration of low numbers of moderately and severely handicapped pupils. There are a few super-regions for very severely handicapped pupils.

The vocational programs are developing on a regional basis for specialized training at the advanced level in "Area Vocational Centers." Incidentally, I must emphasize that vocational education will be mainstreaming increasing numbers of pupils with moderate and mild difficulties and many with severe handicaps. The greatest problem is not in the regional programs but in the local districts, where the mild exceptionalities occur for larger numbers of the school population, particularly for those not being identified and provided with extra help in a special program.

My main concern at present is to devise a feasible financial system to serve the present proliferation of programs. It now appears that the twenty-two special programs may be grouped into five or six cost categories because some instructional programs have comparable costs. I shall be able to test this proposition after all data are in and analyzed. Instead of twenty-two cost indexes, five or six may serve the fiscal needs of the programs.

Moreover, there may be other important advantages. Districts need flexibility in bringing together a critical mass of resources to provide diverse treatments. Because state and federal funds are often earmarked, efforts have been fragmented and duplicated and personnel have not been used to maximum efficiency. These tendencies can be turned toward a more unified effort, a step that will become increasingly important as states develop such intermediate administrative units as regional vocational centers, special education cooperatives, and regional service centers for health and other needs.

Out of these considerations I am trying to examine three fundamental approaches to financing special education:

1. Full state funding of extra costs above the basic (regular) programs, after deducting federal funds that likewise are designed to share in the extra costs.

2. Full cost allowance of special programs through appropriate program weightings to be built into the general state aid formula, again adjusting for equivalent federal funds.

3. Simplification of the bit-by-bit add-ons for ''special'' teachers, supportive staff, and special expenses in present practice, with no accounting method to determine the actual extra costs.

These alternatives are treated in a final report of the current Illinois study on special education.

SECTION II

HIGHER EDUCATION PERSPECTIVES

In this section vice-presidents, deans, department chairmen, and professors of education take a long, critical look at the role of teacher training institutions in providing quality education for all children. They accept responsibility for the barriers to mainstreaming that they have helped build, and admit to having resisted change; as a group, however, they commit themselves to greater self-examination and openness in expressing their viewpoints.

Fishell and Fox introduce the section by airing and discussing some of the embarrassing problems facing institutions of higher education that wish to mainstream themselves. They maintain that these problems can be dealt with. Howsam presents a history of the University of Houston College of Education's effort to mainstream itself. This effort includes consideration of a plan to educate children within the same teaching/learning space that teacher trainers and teachers in training use on the University of Houston campus.

Kokaska and Best raise a variety of questions that confront teacher educators who train teachers to work with mainstreamed children. Kokaska asks how higher education can facilitate the mainstreaming of children who have previously been denied access or have dropped out of public education. He wonders how colleges can recruit the large numbers of teachers still needed to work exclusively with exceptional children and to support the efforts of regular teachers. Best inquiries whether some types of exceptionalities respond to mainstreaming better than others, and further questions how mainstream programs should respond to differences in severity of handicap. He also expresses concern for the often overlooked needs of secondary students with exceptionalities.

The Norfolk State College article presents a model for preservice and inservice teacher training which is designed to facilitate mainstreaming efforts. Rather than presenting models from several different educational institutions, we felt that viewing one model from four points of view would be a unique way of providing an example of an already accomplished coordinated effort in this area.

Cawley writes from the perspective of a classroom teacher faced with meeting the educational needs of mainstreamed children. His article, presented in letter form, demonstrates that a teacher can be confident about such an assignment when he has been prepared for it through inservice training provided by teacher training institutions.

Facilitating Mainstreaming in Preservice and Inservice Training Programs in Higher Education

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and
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Vermont has adopted the term "responsive mainstreaming" to describe special education services delivered within the regular public school system. The concept includes not only the placement of mildly handicapped learners within regular classrooms but also the provision of resources that the regular classroom teacher needs to assure each learner's progress. The educational personnel in undergraduate and graduate preservice and inservice programs at the University of Vermont are expected to eventually play a major role in the implementation of responsive mainstreaming. The purpose of the graduate program in special education is to train an educational specialist—the consulting teacher.

Consulting teachers are trained to provide special education services to eligible learners in regular public school classrooms through consultation with classroom teachers, school administrators, and the children's parents; thus, they represent a significant contribution to the resources available to regular teachers. On our campus, special educators have made significant contributions in vocational and speech pathology training programs. In fact, most of the discussion and activity concerning mainstreaming, not only at the University of Vermont, but everywhere in higher education, seems to be taking place among special educators. Certainly the special education staff is an integral part of the college's faculty, but in the near future we feel that such discussion and activity must include others. Thus, the remainder of this paper will focus on educational programs other than special education.

Educators have long talked in generalities regarding "equality of educational opportunity," "recognizing individual differences," "meeting the needs of all learners," and "initiating instruction at the learner's level."

Educators constantly restate and reaffirm ideas of this sort without ever considering what might be done to realize them. If we ever did what we have been saying we do, we would now have programs that mainstream all learners.

Problems Encountered in Higher Education

Most preservice and inservice training of educational personnel still falls under the direct influence of higher education. While individual schools and teacher organizations have attempted to gain greater control of the education training process in a variety of ways (e.g., establishment of teacher centers and local peer certification boards), most training programs still rely upon course credit, credentialed faculties, degree granting, etc., following the model presented by colleges and universities. Thus, the implementation of mainstreaming concepts will depend greatly upon the leadership provided by higher education.

Those of us who work in a college or university setting tend to be insulated from the real world of the classroom, and are forced to deal with most problem areas second or thirdhand. Mainstreaming is certainly no exception. We may prepare teachers to accept a broader range of children in their classrooms. We may prepare principals and superintendents to administer new programs. We may prepare state education agency personnel to be responsible for enforcing new regulations. But, we in higher education will not have to teach the student, counsel the parent, attend the faculty meeting, rearrange the schedule, etc. In other words, we enjoy the luxury of making recommendations and pronouncements, but we do not have to get our hands dirty making things happen. At the same time we must be increasingly aware of the significant role that teachers can play in the design and evaluation of university training programs.

Another problem in higher education is the divided loyalty of the faculty member. In contrast to the special educator who accepts the responsibility for improving educational programs for handicapped learners, the mathematics-educator, the historian-educator, the science-educator, etc., must decide whether his loyalty is with the discipline or with education in general. Even if he does put education first, his loyalty is generally to higher education institutions. Few faculty members in higher education see the problems in elementary and secondary school classrooms as their primary concern. Certainly higher education has never seen fit to reward faculty members for primary efforts focused on elementary and secondary classrooms.

The point of restating this rather obvious situation is to suggest that the change process related to mainstreaming may be doubly difficult in higher education because educators at this level do not have to deal directly with the problem. They will not be held accountable if mainstreaming is not successful. Having just mentioned accountability, we should consider the problems that surround our use of the term. For the past half-dozen years everyone has been preaching accountability; however, only a handful of people have examined the ramifications with regard to complex organizations. Higher education institutions have been willing to exercise great authority, but have not assumed the same degree of responsibility. In many cases state education agencies have followed the same pattern of authority without accountability.

This problem of authority without accountability rears its head at the level of service delivery in a variety of ways. A special education department may be responsible for implementing a teacher-training program for 300 students, whereas the dean of the college has authority to schedule and approve classes. In a public school, the physical education department may have the responsibility for providing a new corrective exercise program for physically handicapped children, whereas the district business manager has the authority to purchase the equipment, and the state education agency the authority to dictate the curriculum. Until and unless we can be much clearer about who has the authority and the responsibility at each level, we will continue to have problems with any organizational change. Mainstreaming should not be allowed to fail because we are unable to balance authority and responsibility within higher education and public schools.

Although the direct delivery of educational services related to mainstreaming programs is in the hands of teachers and other educational personnel, we should not ignore the role of other human service personnel in promoting the mainstreaming concept. Colleges and universities, by their organizational patterns, have tended to support separation, and at times competition, between groups charged with providing human services. Too often, education has been separated from and forced to compete with social work, allied health sciences, psychology, sociology, and other related schools and departments. If mainstreaming is to succeed, we must recognize that the present organizational patterns present problems, and we must work for greater integration of all human service trainees in educational personnel training programs.

Finally, let us bring to your attention a problem found in higher education that is to us most embarrassing. From time to time you have heard people say of a classroom teacher, "He teaches the way he was taught." If this is indeed the case, and we are inclined to believe there is at least an element of truth in the statement, then the worst enemy of mainstreaming may be higher education. In discussions of mainstreaming, you will often find the concept of "least restrictive environment for learning." How few times have we observed students in colleges and universities learning in the "least restrictive environment." As we develop more restrictive admission standards, course and practicum prerequisites, lock-step curricula, subject matter oriented rather than student oriented programs, etc., we continue to demonstrate that higher education is not committed to the ideals of mainstreaming.

Permit us to add one more embarrassing illustration. Institutions of higher education have not even kept pace with most industries in removing barriers for the physically handicapped. Admittedly, these programs cost money, but how can institutions that claim to promote leadership in social concerns continue to discriminate against a very real segment of our population? There are many, many more instances that could be cited to support our contention that many barriers to mainstreaming exist within higher education. If we continue to be the primary agent for the training of educational personnel in this environment, can we or even should we expect them to change when they leave the environment and embark upon their professional careers?

Suggestions for the Future

Thus far the focus has been on several of the major problem areas in higher education that we see influencing any movement toward mainstreaming. We have tried to limit our discussion to those practices in higher education that might influence either positively or negatively the mainstreaming movement. Having cited some problems, we would now like to offer some suggestions concerning the future and the ways that higher education generally, and professional education specifically, might move to enhance the mainstreaming movement.

COMMUNICATIONS

This element seems a rather trite one to begin with, for everyone suggests that communications must be improved. Within higher education, however, such improvement is an absolute necessity. Discussion between the regular college faculty and the special education faculty must be encouraged. The mathematics education specialists, the psychology professor, and the educational foundations people can no longer ignore the education difficulties of learners with special problems. They must be helped to understand the difficulties and see that they have a responsibility for training sensitive and effective professionals for educational and human services.

LONG-RANGE PLANNING

As we begin to explore the various aspects of mainstreaming, we see that many changes will be needed in institutions of higher education: changes in organization, in emphasis, in personnel. We are also faced with the profound realization that resources have leveled off or are dwindling in most institutions of higher education. We must develop a long-range planning process so that as new programs are needed outdated programs may be deemphasized or terminated.

MODELING FOR MAINSTREAMING

As indicated previously, higher education has to date been a model of what not to do in a successful mainstreaming effort. Without going into specific details, let us assume that it just might be possible for change to occur. With a coordinated effort from the educational faculty, higher education might assume a position of leadership rather than the lagger's position that it now has.

INTERACTION AMONG HUMAN SERVICE AGENCIES

Schools of education should assume the leadership role in coordinating the people and services designed for handicapped learners. At present there is still too much competition. The task is so enormous that even if all groups work together cooperatively, more help will still be needed. The time may be right for schools of education to invest the time and energy to act as a catalyst for the entire higher education agency.

BROADEN THE CONCEPT OF EDUCATOR

Relating to the previous point, colleges of education should undertake a review of their own programs. Across this country people are taking a new look at where education occurs. They are discovering that the major function of many people, from social service agencies to dental offices, is a teaching one, and that colleges of education can assume a role in training people to perform these function. Some people have begun using the term, "human service education." This may be the direction for the future.

PRESERVICE AND INSERVICE PROGRAMS

Elements related to mainstreaming (e.g., units on children's rights, evaluation of learner progress, the conditions of exceptionality, etc.) must be included in instruction at all levels of training. At this time it is not really important whether this means new units in existing courses or new courses. What is important is that the concepts become available to the people who are involved in program development. This obviously means teachers, but it may even be more important in programs designed for training specialized educational personnel, such as counselors, school administrators, school psychologists, and consulting teachers.

REWARD SYSTEMS

Finally, we must review the reward system currently in vogue at higher education levels. Most present practices offer little or no reward for the kinds of activities that would enhance mainstreaming. For example, faculty members seldom are promoted for providing services outside the university community. Consultation to public schools is not considered as important as publishing in a teacher journal or preparing a grant application. If we expect changes to be made in higher education, then we must broaden the reward system.

Conclusion

These observations have been personal reactions to mainstreaming issues as they relate to practices found in higher education. It is our hope that the problems we have discussed and the suggestions we have offered will provide one more point of view. With an issue as large and as involved as mainstreaming, continued discussion and evaluation of all points of view seem the only answers for continuous development. We know that higher education has the capability to further the mainstream concept. We hope it will take the responsibility to do so.

Mainstreaming Higher Education: A True Collaboration

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Mainstreaming is an idea and movement of great power and potential, and one that leads to critical examination of many existing assumptions and practices.

Our College of Education has, as the first of its stated objectives, to "Exemplify what we explicate." The pursuit of this objective has led us into many interesting activities, the most recent of which is a school for children within the College of Education. Those who have visited our college will know that we have an open-concept structure within which instructional activities flow in a relatively large and wall-less space. We now are studying the feasibility of accommodating up to 100 children *amongst us*. If this does prove possible, the children will share the same teaching areas, learning resource center, counseling facilities, and other areas as do the students and professors of the college.

In so doing we will be testing another kind of mainstreaming. In an ultimate mainstreaming form of education there should be a grand design educational system in which all live and where all proceeds from a common set of assumptions. Education is perceived as a lifelong process which reluctantly tolerates barriers and distinctions, not only between the special education students and the regular students, but also between the old and the young, the student who is learning to teach and he who is learning to read. Most of these distinctions now appear artificial and capable of being broken. If successfully broken many of the problems that we have generated for ourselves over the years may be solved.

We will, of course, have other kinds of problems. There is no running the complex business of education without being beset by problems. But many of us believe it would be better to have other kinds of problems than the ones we now have; that we really ought to have the problems that are associated with enlarging our successes rather than dealing with our failures. If we can create a positive image of education and children and the teacher education process then we can begin to create a self-fulfilling hypothesis that will lead to kinds of successes even as our self-defeating hypothesis leads to kinds of defeats.

We are having some tremendously exciting experiences in the Houston area because of some of these notions and because collaboration has, more or less, begun to be a way of life. I am reluctant to discuss collaboration because there is a grave danger that it will be perceived as a few gadgets that one works out so that one can develop a grant proposal and collaborate in accomplishing some vague purpose. To me that scarcely deserves the label of collaboration. The highest order of collaboration is when we perceive ourselves as being a part of the grand system of education. Teacher education is a part of that system. The operating public schools are a part of that system. The teaching profession is a part of that system. The state education agencies that preside over education in the states are a part of that system. The community is a part of that system. When we see ourselves as all involved in some sort of a grand design, we don't talk about collaboration in the sense of something artificial or plasterlike that one packs onto the places that give one trouble. Rather we see it as a way of life. It can be viewed as involving the elements of a system, each of which has its own contribution. It is not one grand, bland melange of things that have no identity. There is such a thing as teacher education. There is such a thing as a public school. There is such a thing as a professional organization. There is such a thing as a school district. They do exist. Collaboration, therefore, in the sense of its broadest purpose involves specialization. The best way to go about collaborating is to look at the things upon which all agree — our purposes and what we believe in connection with those purposes. Common goals, strongly held, can accommodate considerable differences as to means.

I address myself to my fellow deans. As I perceive it, we have been one of the culprits in the system problem. We have gone off to the college campus and hidden in the recesses of academia. We had the opportunity to be a genuine professional school and to stand forth "hands-on" with the problems of education in the society, and we have had the opportunity to retreat into the inner recesses of the academic community in the monastic fashion of the ancient universities. We had this choice and we have chosen to retreat from reality, coming forth occasionally to collaborate when it suits our purposes.

All such kinds of collaboration will fail. We will suceed only if we sit down together and try to work out the system that is needed to deliver the kinds of educational opportunity that this society wants for its citizens—not just its children citizens—and what we have to do to realize it. It does no good, for example, if a group in one city, acting on a state impetus resulting from an expert study, effects the passage of state regulations that mandate action on the part of all school districts whether they are ready for it or not. Neither does it benefit education if change is mandated in public schools while teacher education is proceeding from a different set of principles. Collaboration exists when we work from common beliefs and assumptions and when each part of the system—teacher education included—offers its maximum contribution to the realization of those common beliefs and assumptions.

In teacher education we were fortunate to have a group of people who were prepared to give careful consideration to the Mallas Report. They found themselves in agreement with its principles. They examined the special education part of our teacher education program with a view to making changes in the special education teacher education program. But that was not an adequate response. If special education continues to be separate on the college campus even as it is separate in the public schools we are not even beginning to move towards that common system of education to which we have committed ourselves.

We were fortunate that we had already committed ourselves to an individualized system of teacher education. We had already committed ourselves to being a model of the best educational practice that was to be found anywhere in our society. (And we were implementing that model on the college campus.) We had already committed ourselves to an open concept building. We had already committed ourselves to breaking down the walls and barriers and to attempting models like mainstreaming. So we did not find it very difficult to collaborate because we actually were on the same philosophical grounds that mainstreaming was, and we had already made some commitments at least in the direction of mainstreaming in the college.

As deans of education we can expect pressures to respond from school systems. Many of us need pressure. If we are not prepared as teacher education institutions to respond, to stand up and be counted on some of these kinds of issues and developments, we deserve what we presently experience: disdain of people in the field, lack of confidence from superintendents of schools, teachers, and people of the community. We deserve all we get and more of it. At the same time, we will be depriving ourselves of the opportunity for an expanding professional life and experience and we will be depriving our schools and the profession that we are supposed to serve, of the opportunity to realize their full potential.

Teacher education has got to get with it on these professional issues. Concepts such as mainstreaming should come out of universities. The philosophy, the basic assumptions about education should be developed by universities. We are the people that have the privileged position within the society to sit back and think, to sit back and evaluate, to sit back and design and plan and propose what is fundamentally sound in education.

It is easy to be convinced that mainstreaming is one of the expressions of the emergent reality of the American dream of education. We started way back in our history with the belief that every citizen deserves education to the limit of his capacity. We did that when nowhere else in the world was there an opportunity for everybody to be educated—nowhere else. In the rest of the world class privilege determined educational opportunity. We declared the opposite intent. The best we could do with the resources that were available at the time—the knowledge resources, the physical resources, the money resources, the technological resources—was to mount a mass production education system; so that is what we did. We did it with remarkable success. We got most of the children of most of the people into the schools. But we gave them a mass production education. The mass production model was to take as many children as one teacher could handle and put them in a "box" with him and say "Do the best you can for them." The teacher, with the wide array of realities that he confronted, could do nothing better than to address himself to the central range of the children in his class. Those who were most capable of learning were disadvantaged and those who had special problems with learning were disadvantaged. The teacher cannot be faulted: what was asked of him was humanly impossible.

So then we began to generate our own problems; we generated them in large variety. We generated the special education problems. We generated a system that said, "If you can fit into this middle range within which the teacher can cope, you can stay in the schools; otherwise you will be dropped out. Such a system was not totally devastating in those days. One could go work on the family farm or in the family business, or if he were older he could go to the frontier and carve out a niche for himself. There were many opportunities for success for the dropouts and the force-outs and the throw-outs that we had in such large numbers. Let me remind you of what Ernest Melby used to tell the people and educators of this society in his speeches. In admonishing us to do a better job of meeting the needs of individual children he used to relate the story of a medical doctor who told the trainees in medicine, "Remember, gentlemen, 75 percent of the patients whom you treat will recover whether you treat them or not. The test of your skill is what you can do with the remaining 25 percent." And then he would note that we in education take our credit for what we can do with the 75 percent and throw out onto the educational scrap heap the 25 percent that do not fit neatly within our limited treatment capacity. He reminded us that the test of our skill was the 25 percent and that we were throwing them out.

From generating problems we move to corrective strategies. Since throwing children out neither solved our problems nor met with public favor we developed special education, we developed grouping, we developed tracking, we developed special services. We developed all sorts of correctives for the failures of our system. It was a suboptimal system from the beginning. There is no excusing that fact. There is no viable remedy until such time as we move to an optimal system, one that is fundamentally sound, one that can work. An individualized system of education must replace the mass system of our country's early days. Taking advantage of what we now know about technology and instructional systems, we will individualize education, which means we will stop thinking about classes. There is no human way by which we are going to devise a *classroom*-oriented instructional system that will cause mainstreaming or any other viable education system to work. We must begin to look at the educational system much more broadly. We have to develop the school as the smallest unit of instruction. We have to raze those classroom walls symbolically and physically; they must come down in every way. We have to broaden the concept of the educational community to include at least the unit that the individual school serves. We must allow services to flow back and forth or we are not going to make individualized educational service work.

It is the responsibility of a College of Education to develop that kind of model on the college campus and to assist schools to develop that kind of educational system. It is up to us to collaborate in developing common philosophy, common beliefs, common commitments; we need not marriages of convenience to obtain grants, but genuine commitments on common action to take this society to where we wish it to be in the next fifteen or twenty years. Public schools could become obsolete if we do not assist them in this purpose. Our society is entering an era where general education is provided by the mass media and a variety of other nonschool modes. The specialized functions of the school have failed to develop. We do not need schools for their general purposes. If they cannot deliver the special purposes society needs, the public will seek alternatives to the public schools. We are at the watershed in our opportunities. Mainstreaming is on the front line, but we are also at a watershed in respect to our very survival!

Our public school system would not have persisted this long had it not been for its size. What can a society do with 57 million children and 3 million teachers and billions of dollars worth of buildings and equipment? It cannot change such a system quickly, and that inertia has enabled the school system to survive. But let us not delude ourselves! This society will not continue to be satisfied with teacher education that is irrelevant and incompetent, nor with public schools which fail to address themselves to the problems of the children who need them most.

So let us encourage collaboration but only after considering the above-mentioned philosophy. We cannot deny in our own behavior the philosophy we expound—we have done that for too long.

Collaboration in Houston arises in part I think from the desire of school districts to work with the university and vice versa. I think this desire arises out of the perception that we are all of one purpose, that we are not contradicting each other, that we are not taking advantage of each other, and that we are all urgently pressing for mutually beneficial goals. In this sort of setting, collaboration is a natural outcome.

Besides our direct collaboration with school districts, the University of Houston makes every attempt to be consistent with and supportive of the districts' goals in operating our teacher education program. So we have moved to mainstream our own program. We have moved to individualize our special education program. The districts have individual program centers. The College of Education furnishes staff for the delivery system of their individualized programs. The districts have pressed us to include in our general education program the special education model of training. We have already individualized this program. We are already emphasizing the generic, but they are concerned that every teacher in training be prepared to receive any child into his classrooms. We have collaborated on that. This is the direction in which we are moving, though always from a very limited resource base. One of our problems in teacher education is to get the resources we need to make those necessary changes. Within the limits of our capacity, but from a common set of beliefs, a common set of assumptions, and a common set of commitments, we are finding it possible to collaborate.

California Trainers of Special Educators View the Implications of Mainstreaming

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Many of us in the field of special education have found that the concept and implementation of mainstreaming is a complex subject which requires careful scrutiny. Our professional literature already reflects such questions as: mainstreaming for whom, to what extent, how soon, and with what degree of supporting services? I will not attempt to touch upon all these elements. We may not be able to provide adequate answers for all the above-mentioned problems, but identifying the dimensions of a problem is the first step in its resolution.

My purpose as a trainer of specialists in special education is to reflect upon the implications that the global concept of mainstreaming holds for the preparation of personnel in exceptional, and the larger field of regular, education. Indeed, if there is a key concern in my mind, it is that mainstreaming, i.e., the maintenance of individuals with exceptional needs within the regular classroom, requires the special educator to become more involved with the personnel and procedures that we identify as regular education. In addition, those of us in the university/college training programs must become equally involved with the preservice and inservice training of regular teachers. We have gone through stages of providing an education for exceptional individuals and developing programs to train specialists for exceptional individuals. Now, we must give greater attention to the training of regular class teachers. This will not be an easy task since one of the products of an organization such as a school of education is a structured definition of areas of function and responsibility. What we soon discover is that the structural characteristics affect our functions; and, though we advocate the integration of children, we maintain segregated training programs for their teachers. The degree to which we can decrease our organizational barriers between training programs may be an indication of how much we, as teacher trainers, can facilitate the goals of mainstreaming in the public schools.

The author thanks Alfred Schmidt, Associate Professor, Department of Educational Psychology, California State University, Long Beach, for his assistance in reflecting upon the topic of mainstreaming.

Equal Education

While many of our colleagues may be concerned with the integration of special class students into the regular classes, there is ample evidence to indicate that some individuals with exceptional needs are not even in the education system. (Parenthetically, we should recognize that a child need not be categorized in such traditional areas of exceptionality as mental retardation, behavior disorders, or learning disabilities to be excluded from public school.) Since the concept of mainstreaming presupposes children receiving public education, it is therefore fundamental that any discussions, even by teacher educators, begin with whether the children in question are being served by the public schools.

One of the astounding facts that developed from the landmark case of *Pennsylvania Association of Retarded Children* vs. *Commonwealth of Pennsylvania* as reported by Gilhool (1973) was that 14,267 retarded children had been denied access to public schools in that state. Those figures moreover, concern only one area of exceptionality within that state. They should alert us that one aspect of our roles as educators is to train our students and persuade our colleagues to be as energetic in enrolling exceptional individuals as they are in changing the existing conditions once they are in the system.

There is a second major concern about equal education. Some children with exceptional needs have always been in the mainstream, but have floundered until they were beached on the sandbars that dot the flow of the bureaucratic current. They are assigned another label: dropouts. Marland (1972) estimated that there were 850,000 elementary and secondary school dropouts during one school year, 1970-71. He strongly advocated career education and used the figures to dramatize the schools' failure to meet the needs of those they are directed to service. He did not mention that among those dropouts were a certain number of exceptional individuals. But there were, and we have other indications that the schools continue to face a difficult problem in meeting the needs of these students. This situation has led some of my colleagues to comment that the "mainstream is not unpolluted." It is safe to say that although those exceptional individuals had made it into the system, there was no guarantee that the instruction or services provided were appropriate to their needs. If we advocate mainstreaming, then we must be concerned about the conditions that exist in regular education.

Teachers, Teachers, Teachers

If we consider the increase in services for exceptional students, as we must, then the movement toward mainstreaming is a logical consideration based upon an analysis of our production of personnel. We simply cannot accommodate all children with exceptional needs through a model that relies mainly upon special classes, special schools, and the usual child-specialist ratios. Gallagher (1972) dramatized this problem in only one area of exceptionality, emotional disturbance, by stating that it would take us 158 years to meet the demand for personnel to provide service to 60 percent of the children as estimated for the year 1975. Gallagher even allowed for an increase in the production of specialists to work in the area of behavior disorders; however, I want to relate my own experience with these estimates and our students.

For several years I have been teaching the introductory course in education of exceptional children. As you know, many kinds of students enroll in the course: those who aspire to be specialists; those who are in other training programs such as counseling, elementary education, or nursing; those who have a close bond with special education because a member of their family is an exceptional individual; and those who think a course in individual differences is appropriate to their academic majors in such areas as psychology or sociology. Interest in the course has increased due to greater public awareness, expanding programs for exceptional individuals, and, lest we forget, the abundance of teachers in the elementary and secondary markets.

Each semester begins with an appraisal of the field, the definitional hurdles, incidence, and service agencies. Each semester since reading Gallagher's article, I have emphasized the obvious disparity between the number of children who will need service and the number of professionals who will be available to meet that need. Each semester I ask how many students are interested in entering what looks like a wide open area of employment when most areas of education are oversupplied. The response? One, two, sometimes three people in a class of forty-five raise their hands! Some areas of exceptionality elicit great interest, but others actually meet resistance. Yet, while we have thousands of teachers looking for employment we have thousands of children looking for classrooms. And, we have the other thousands of dropouts who never seem to be in the right classrooms.

Questions for Discussion

I admit that my previous comments have highlighted negative aspects in our move toward mainstreaming. But, if we cannot draw a substantial number of recruits into certain areas of exceptionality, how will we be able to support the regular class teacher who will be asked to maintain these students in his classroom? Stephens (1974) stated that we need to retrain our former students because they were not in our programs when the recent waves of curriculum improvement and instructional methods rippled through special education. If our own specialists are in need of some retraining, what are the implications for the regular class teacher who will be required to provide the bulk of the instructional program for the individual with exceptional needs?

Mainstreaming will change the roles of both the specialist and regular class teacher and require different skills. We know that there is a variability of skills among those teachers presently assigned to the various categories of special classes, but the great majority of those teachers want to be with those children. Mainstreaming will place new demands upon regular class teachers who do not have prior training in education for exceptional children. To further complicate matters, we have received indications that some teachers are not willing to accept any assignment of these children to their classrooms and are anxious about such possibilities.

The main question we, as special educators, must ask of our efforts with regular classroom teachers is whether we can provide enough information, training, and support to change the attitudes and behaviors of yet another segment of our nation's professionals. We will proceed with mainstreaming. But the speed and effectiveness of our surge will depend upon how carefully we have prepared and supported the regular class teacher to accept, both in spirit and effort, the presence of children who differ from the majority.

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Mainstreaming in Education: Implications in Higher Education for Preservice and Inservice Training

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The training of those professionals responsible for meeting the needs of children in a mainstreamed setting may be seen as falling into two time sequences: the pretraining era of the university student-teacher trainee and the inservice training of the active professional. Where pretraining functions have traditionally been seen as the responsibility of universities and colleges, inservice programs, by their very nature and definition, have been set up under the auspices of local districts with or without the cooperation of higher education.

Some may assume that there is a clear-cut domain or set of domains that either the university or the local school district can and should adhere to in the delivery of professional training. However, in this period of examination and redefinition of meeting the needs of children it seems only reasonable that the conventional boundaries of professional training and education should also be examined and redefined.

Rather than develop a rationale for either the location or domain of pretraining or inservice training, it might be more appropriate to examine the components of training which may be useful for the teacher in the mainstream.

Assessment of Needs

For a training program to be functional, several questions need to be asked. The most basic one concerns who we are intending to mainstream and under what conditions will that mainstreaming occur? Several authors have suggested that children with mild to moderate learning handicaps, including the educable retarded, are the children of concern (Dunn 1968; Yates 1973). Others have suggested that children with a variety of the more traditional exceptionality labels should also be subject to mainstreaming, e.g., orthopedically handicapped, hard-of-hearing and deaf, visually handicapped, emotionally handicapped (Martin 1974; Payne and Murra 1974). If we consider these so-labeled children as eligible for mainstreaming, are there not others who should also be considered? The bilingual and bicultural child has been as prone to educational placement whims as have the other children with exceptional needs.

Once the issues of identification of the types of problems that children have has been confronted with regard to placement in the mainstream, two other issues must be considered: the level of severity of involvement of the various exceptionalities, and the grade placement for mainstreaming. In considering the first question, are we to assume that all degrees of exceptionality are subject to mainstreaming? Some persons express concern that those who are less severely disabled might be more successfully integrated than others more severely involved or those with more obvious differences in appearance (Payne and Murra 1974; Yates 1973). The questions "How mild is a mild problem?" "How moderate is a moderate problem?" and "How severe is a severe problem?" are highly relevant when the placement of children with special problems is contemplated and the training of teachers to meet a variety of needs is instituted. Finally, there is in the literature on mainstreaming a significant lack of concern for the mainstreaming of the exceptional individual at the secondary levels of education. Surely the demands and needs of children at this level are as great as at the elementary level—perhaps greater.

If and when we are able to determine our target population, we must then assess the needs of those individuals who will be intimately involved in the process of mainstreaming. To identify the teacher as a person having needs to be met in order to successfully implement mainstreaming programs is a given. Who else must be involved? One study has cited the needs of principals in contributing to the success of mainstreaming programs (Payne and Murra 1974). Not only were principals found to be in need of consideration, but the geographic areas of the principals' schools also seemed to be a major factor in the potential sucesss or failure of mainstream programs.

It has been further suggested that other leadership personnel need to be involved in planning and training (Hafner 1972). But, if teachers and various leadership personnel should have their needs assessed in the planning for implementation of mainstreaming, then there are others whose concerns are also as pressing and real. The parents are still one of the most vital sources of strength for ensuring the success of any program. Furthermore, when are we going to ask children what they need or would like to know?

Having identified all those who will be involved in mainstreaming, we must now consider whether they can accurately perceive and communicate their needs. How many of us understand how mildly handicapped children function? How many of us can communicate that knowledge to further professional preparation and training? Having been isolated from one another for so long, can those of us involved in special and regular education establish a fund of knowledge and experience to serve as a basis for our future survival and success?

Components of a Training Program

The results of needs assessment must be translated into a plan of action, or training program, if they are to be of any value. What will constitute a plan for training of personnel for a successful mainstreaming effort? Specific ingredients for training have emerged from a variety of sources (Bradfield et al. 1973; Brenton 1974; Christoplos 1973; Glass and Meckler 1972; Martin 1974; Payne and Murra 1974). This literature stresses the need to build into a training program an experiential component that will provide active participation of trainees in classes with children as a part of their mainstreaming education preparation (Bradfield et al. 1973; Glass and Meckler 1972; Yates 1973). Numerous authors have also cited the need to consider the attitudes, fears, and feelings of teachers and all others involved with mainstreaming (Abeson 1974; Glass and Meckler 1972; Martin 1974; Payne and Murra 1974). Other components of a training program should, according to many, include information about the various techniques of instruction and the availability and function of support personnel. Specific suggestions for training have included the use of instructional techniques such as peer tutoring, individualization of instruction, diagnostic and remedial techniques, behaviorial management techniques, considerations of affective growth and development, task analysis and record keeping techniques, materials development, and specific curricular modifications to meet the needs of all children, not just a selected few.

Another issue involves the participants in the training program—if mainstreaming is to be facilitated, then training must include teachers, principals, and other administrative/leadership personnel, resource teachers and specialists, and instructional aides. Does this sound unrealistic, time-consuming, expensive? Just how badly do we want mainstreaming to succeed?

Direct Implications for the University

The role of the university in preparing teachers and other education personnel for implementation of mainstreaming will be massive. If, as has been suggested, basic assumptions and problems regarding needs assessment and identification by professionals exist at the public school level, then these same assumptions and problems exist at the university level. If the assumption that teachers and other school personnel need help in implementing mainstreaming is accurate, then it follows that those responsible for the development of training programs should know how to meet these expressed needs. It would be instructive to query university instructors concerning the last time they had any responsibility for a classroom of children, normal or exceptional, that afforded them an opportunity to perceive what their own needs were in that situation.

With this as a beginning, what other concerns are directly related to the university as a center for training? This question might best be answered by a series of other questions and concerns that need to be confronted:

1. Who will be involved in mainstreamed teacher preparation? Students in elementary education? Secondary education? Administration and supervision? School psychology and guidance? All of these groups? Or a selected few who could choose mainstreaming as an alternate preparation track?

2. What types of courses and experiences should be made available to students? How much training is considered enough for preparation? Who makes decisions regarding the amount and type of preparation? Will students in preparation for mainstreaming be involved with courses and experiences customarily reserved for special education teacher preparation students? What differences might exist between students in training in a special education track as opposed to a mainstreaming track? Will the training program be a competency based program?

3. In California, the resource specialist program has emerged in education at a most auspicious time. How will this person be trained to meet the needs of the teacher in mainstreaming?

4. Will training and retraining of school support personnel, e.g., itinerant teachers, speech therapists, be a function of the university? What will be the substance of this preparation?

5. Since there is an expressed need for public school teachers and others to be trained and retrained in special techniques, methods, materials, feelings, and attitudes relative to mainstreaming, should not university instructors also undergo serious inservice training for the same purposes? How will this be managed?

6. One of the realities of current university life is the restriction of faculty and monies for use in program development and implementation. With the demands of mainstreaming so great and the pressures for implementation mounting, how can we muster every effort to dramatize the needs for the

development, staffing, implementation, and evaluation of training programs?

Conclusion

A fear must be expressed regarding the total effect of the mainstreaming process as it relates to higher education. We must not reinstitutionalize labelling, lest children with special needs be, as a condition of the training of their teachers, identified and labelled as mainstreamed children. If this occurs, and it may, then we will have again failed to help all children function to capacity and to help teachers relate to all children. We will have substituted old labels for new labels, with the same aversive consequences.

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Model for Preservice and Inservice Teacher Education

Introduction

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The philosophy of teacher education at Norfolk State College can be stated quite simply: To improve the quality of instruction through improved teacher education. We assume that effective and efficient public education depends to a large extent on the quality of teaching and that competent teachers can be prepared in a good teacher education program. We believe that the public schools should provide education suitable to the needs of all children, regardless of race, color, cultural background, and native language. We further believe that maintaining handicapped children in the regular classroom, called fusing or integration or mainstreaming, whenever and wherever possible provides the best education for all children.

To make learning in such a classroom as effective as possible, programs must be individualized and personalized to accommodate a wide variety of talents; teachers must have special training, including new techniques and special devices; and classrooms must be made barrier free for the handicapped. Some educators say that all children are handicapped, but we are talking about the 1 in 10 that is generally so described—30 percent with mild speech impairment or learning disabilities, 18 percent physically handicapped, 6.5 percent deaf and hearing impaired, 2 percent visually handicapped, 14 percent emotionally disturbed, and 30 percent mentally retarded.

All teacher education programs use the competency base approach. They are formulated on the premise that, having identified and analyzed the behavior needs for the teaching role, one can then design a program of instruction to produce them.

A combination of teaching techniques was used—concept formation, behavior modification, inquiry, and sensitivity awareness. Then the kinds of changes in students that one believes society embraces were identified, and the kinds of teaching performance most likely to influence these changes were adopted. The role of the teacher is one of an instructional manager. One of the main objectives of the program is to provide alternatives for students who learn in different ways. An attempt was made to identify and understand different learning styles and to fit each student's learning style with a prescribed program.

As an administrator, my chief concerns are: (1) recruitment and selection of qualified faculty, that is, faculty members must be good teachers willing to use innovative methods and experimental programs, adept in identifying and solving problems, and sensitive to opportunities for improving instruction; (2) resource allotment and equalization of effort; (3) acquisition and maintenance of a positive image for the institution, teachers, and students; (4) support and encouragement of basic research as an essential ingredient in the educational process; and (5) development of an effective system of evaluation and feedback for program improvement.

We would now like to present the Norfolk State College (NSC) model for preservice and inservice teacher education for mainstreaming. Dr. Elaine P. Witty, head of the Elementary Education Department at NSC, discusses Preparing Teachers for Mainstreaming in the Department of Elementary Education. Dr. Helen P. Bessant, a member of the Special Education Department and director of the NSC EPDA Project, discusses Staff Development for Teachers in Service. Dr. Ruth W. Diggs, head of the Special Education Department, discusses Special Education: A Preservice Component.

Preparing Teachers for Mainstreaming in the Department of Elementary Education

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Who bears the major responsibility for the success of mainstreaming? The answer to this question is obvious: the regular classroom teachers. Consequently, the current flurry of activity on the part of special educators, though well intentioned, falls short of actualizing the mainstreaming concept. Until teacher educators in departments of elementary and secondary education assume the responsibility for preparing teachers to meet the special needs of all children, mainstreaming will not succeed.

In order for children with special needs to be successful in regular classrooms, regular teachers must be able to deal effectively with the challenges presented by human variability. Preservice training programs in elementary education, then, must be changed, expanded, or refocused to prepare teachers to understand, appreciate, and respect exceptionality and individuality in the children of our diverse society.

This presentation focuses on efforts to create change in a Department of Elementary Education teacher training program. The change was promoted by several factors. Staff members realized that handicapped children can be successful in mainstream settings only when all teachers have the skills and confidence to deal with a full range of children's behaviors, and that the responsibility to help teachers develop such skills and confidence should be shared by the preservice elementary and special education programs.

A second factor prompting change was the work of the Special Education Department through its EPDA program: Helping Regular Classroom Teachers Meet the Special Needs of Children. Cooperation with the staff and participants of the program gave impetus to the idea that the regular elementary education program could and should focus its preservice training program on developing competencies needed for diagnostic and prescriptive teaching that is personalized and individualized.

However, the principal force to change was the Norfolk/Chesapeake Teacher Corps Project's Exceptional Child Component. This component was designed to help preservice teacher interns and cooperating teachers develop skills required to deal effectively with learning and behavior problems in the regular classroom. The focus of the Exceptional Child Component was on helping teachers and interns become sensitive to the needs of exceptional children, and on mastering competencies required to individualize instruction in the regular classroom for all children who do not have severe handicaps.

Shared Decision Making

One of the first steps in developing the expanded teacher education program through the Teacher Corps project was to broaden the decision-making base from departmental staff and student collaboration to wider representation regarding programs, practices, and materials. Figure 1 shows the variety of sources drawn upon in making decisions about the Mainstreaming Training Program.

Shared Decision Making

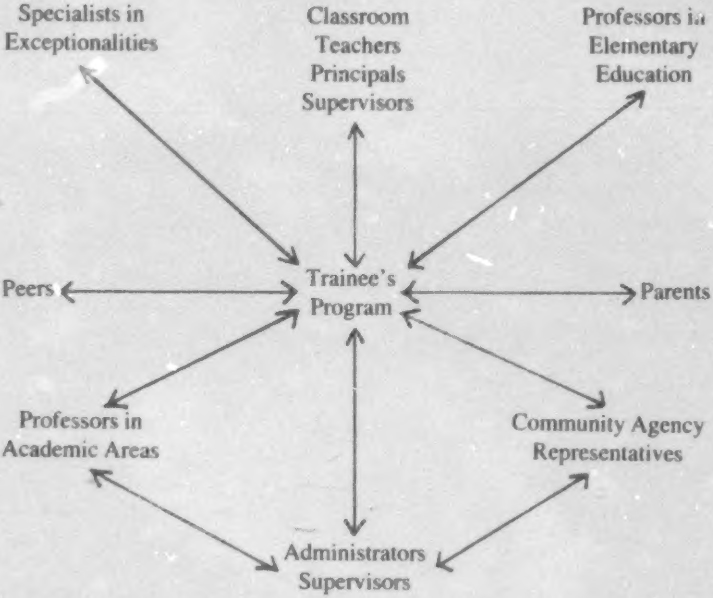
Specialists in Exceptionalities
Classroom Teachers Principals Supervisors
Professors in Elementary Education
Peers
Trainee's Program
Parents
Professors in Academic Areas
Community Agency Representatives
Administrators Supervisors

Figure 1—Shared Decision Making in Norfolk/Chesapeake Teacher Corps Project.

The involvement of such a variety of talents in specifying competencies, determining training activities, and identifying evaluation and assessment strategies provided the strength and diversity needed in a program for mainstreaming teachers. Knowledge of such involvement gave teacher trainees additional support: it helped them feel secure that they would not be working alone in difficult situations. Teachers realized the value of teaming with other professionals and paraprofessionals in meeting the needs of children.

Specifying Competencies

Traditionally, each faculty member stated his own objectives for the courses he taught in the department. Current efforts toward developing a competency based approach in the training program encouraged development of a comprehensive list of competencies to be mastered by trainees. The list was sharpened to focus on skills and attitudes needed for mainstreaming.

Cooperation with planners of inservice programs was crucial in the identification of competencies for the preservice program. Because many competencies are required for teaching, it was important not to take up too many at one time. Preservice programs cannot provide teachers with all the competencies they will need; teachers must understand that their inservice programs will facilitate the constant updating of the skills and strategies they will need to deal confidently with learning and behavior problems in the classroom.

The competencies to be mastered by project teachers in the Exceptional Child Component of the project were identified and made public through seminars, workshops, staff meetings, and individual conferences with trainees. These competencies represent the most recent draft of a list that, due to wide participation in program planning and evaluation, was constantly being revised and expanded.

Exceptional Child Component Teaching and Related Competencies

Upon completion of the Exceptional Child Component of the Teacher Corps Project, prospective elementary education teachers will be able to demonstrate the following skills and strategies:

1. Formal and informal assessment to diagnose pupil strengths and weaknesses.

2. Appropriate data gathering—observing and recording—and data analysis to identify potential causes and consequences of pupil behavior.

3. Direct observation to identify and interpret classroom behavior problems, and to help determine individual children's abilities, disabilities, learning styles, self concepts, and interests.

4. Preparation of individual prescriptions and learning activities to help a child meet a specified need or develop an identified skill.

5. Strategies which give continuous feedback to children.

6. Principles and strategies of behavior modification to help children achieve the desired behavior patterns.

7. Management systems which permit maximum freedom for the teachers and children in dealing with classroom routines, record keeping, and evaluations.

8. Manipulation of the educational environment—materials and media as well as the physical setting—so that children develop a success syndrome.

9. Modification of available space into learning centers, interest stations, free space, privacy stations, and other study areas.

10. Understanding of the relationship between teachers' affective behavior and pupils' achievement levels.

11. Ability to talk with parents and other professionals (psychologists, social workers, resource personnel, school-community workers, helping teachers, guidance counselors, librarians, and other teachers on the team) in focusing on the needs of a given child.

12. Involvement of parents and the community in broadening the definition of school and the curriculum.

Learning Activities

Having agreed upon a list of competencies, the Teacher Corps staff and committee expanded the types of learning activities available to facilitate their mastery. A variety of field experiences in different educational and community settings was deemed essential in learning to meet the needs of children with diverse abilities and backgrounds. Observation, participation, and tutoring assignments were planned in programs sponsored by such agencies as Chesapeake Department of Public Welfare, Chesapeake Health Department, Chesapeake Recreation and Parks Department, Child and Family Services of Norfolk, Liberty Park Day Nursery for Working Parents, Mental Health Center of Norfolk and Chesapeake, Norfolk City

Department of Recreation and Welfare, Speech and Hearing Program at Norfolk State College, Tidewater Child Evaluation Clinic, Tidewater Rehabilitation Institute, and the Norfolk Interdisciplinary Diagnostic and Prescriptive Center.

Some of the major types of learning activities included in the component are listed in Figure 2.

Learning Activities	
	Internship on Teaching Teams
	Special Purpose Field Assignments
	Parent Work Sessions
	Performance Modules
	Study Contracts
	Tutoring Individual Children
	Special Observation and Participation
	Small Group Weekly Seminars
	Workshops on Various Topics
	Course in Teaching Exceptional Children

Figure 2. Types of activities in Exceptional Child Mainstreaming Component at Norfolk/Chesapeake Teacher Corps Project.

The workshop series proved to be one of the most effective activities for the prospective teachers in the Exceptional Child Component. Figure 3 shows a sample of the layout for three of the workshops.

Workshops

Topics	*Trainers*	*Strategies*
1. Understanding services available for exceptional children and their parents	1. A. Directors and supervisors of special education in public school systems	1. A. Presentations by specialists
	B. Representatives from community agencies	B. Small group discussions
	C. Parents	C. Visitations to agencies
	D. Teacher corps staff	D. Reading reports prepared by agencies and school systems
	E. Principals	
2. Using community resources in regular classroom	2. A. Parents	2. A. Role playing
	B. Principals	B. Group presentations
	C. Special education professors	C. Community surveys
	D. Sociology professors	D. Parent interviews
	E. Teacher corps staff	E. Classroom visits
3. Instructional materials, games, learning centers, study packages, prescription writing	3. A. Instructional supervisors	3. A. Materials production
	B. Teacher corps staff	B. Materials exhibits
	C. Specialists in audiovisuals	C. Prescription writing
	D. Classroom teachers	
	E. Instructional design specialists	

Figure 3. Workshops in the Norfolk/Chesapeake Teacher Corps Project.

Evaluation

Evaluation was a vital facet of the component: interns and teachers evaluated all the training activities, while guides listing competencies and indicators of competencies were checked periodically in conferences involving Teacher Corps staff, teachers, and individual interns. Evaluation reports were also given by consultants, principals, and other college professors. However, self-evaluation by teachers was just as important as the evaluation conducted by supervisors and trainers. Interns were rescheduled or recycled through performance modules or other activities as the needs were assessed throughout the program. Evaluation conferences scheduled on a regular basis with interns assisted in identifying strengths and weaknesses in competency development; the data used in these conferences included supervisors' observations, intern's log or diary and other records, team leader records, and measurements of pupil growth.

Each intern was given an evaluation guide whose format facilitated cooperative evaluation and provided the intern with a record of his competency development. The guide contained a sheet for each competency; its format is shown in Figure 4.

Evaluation Guide

1.06 Teacher Intern________________________School
or
Practicum
Site____________

A. Competency/Objective:
The teacher intern has demonstrated that he has identified the learning styles and/or learning disabilities of several pupils.

B. As indicators of mastery, teacher intern has—

C. Supporting Evidence

D. Mastery Level attained and
Demonstrated
Low High
1 2 3 4 5

E. Dates____________________

Signature of Evaluators

____

Signature of Intern

____

F. Assessed by (Check)
Team Leader____________________________
LEA Coordinator __________________________
College Supervisor _________________________
Community Coordinator______________________
Teacher Intern____________________________
Principal _______________________________
Parent _________________________________

Figure 4. Evaluation Guide Format. Norfolk/Chesapeake Teacher Corps Project.

Changes Needed

Experience with the Teacher Corps Component has pointed up a number of changes that are felt to be desirable and possible wherever departments of elementary education realize that regular teachers must be prepared to teach all children who do not have severe handicaps. See diagram that follows.

Changes

from →	to
Departmental Decision Making →	Collaboration with school systems, Special Education Department, Psychology Departments, Speech Department, Social Work Department, and Community Agencies.
School based field experiences for trainees →	Field experiences in community programs and agencies, special service agencies, homes and churches.
Self contained, Self Sufficient type teaching →	Teaming as the key concept: parents, psychologists, physicians, special education teachers, social workers, resource personnel, school-community workers, counselors, librarians, reading specialists, others.
Professional Educators as trainer →	Instructional leadership shared by variety of persons: public school teachers, principals and supervisors, parents, trainees, public school supervisors in areas of exceptionality.
Teaching as developmental →	Teaching as diagnostic prescriptive and personalized
Evaluation of teaching by supervisors →	Teachers' self-evaluation based on student performance, evaluation based on specified competencies.

Special Problems

Changes in a teacher preparation program always produce a certain degree of resistance. This is especially true when the program is perceived as very successful in its present form. Staff development is one problem: diagnostic and prescriptive teaching skills must be evidenced by teacher trainers as they attempt to help trainees learn such skills for use with children. Special workshops, seminars and released time for individual study for faculty are needed.

Little attention has been given to support for regular children and their parents who do not understand the needs of children with learning and behavior problems. The parents need to be assured that mainstreaming will not hamper their own regular children's progress, rather that diagnostic and prescriptive teaching permits all children to learn more.

Another area of concern is that of parent training for participation in classroom activities. One of the component's most successful facets was the parent training program: teacher interns and cooperating teachers worked with parents to assist them in developing skills needed in the production of instructional materials. Many parents are experienced seamstresses and home decorators; using the same type of skills they can be enormously helpful to classroom teachers who are called upon to individualize instruction and provide meaningful instructional materials. Teacher trainees must therefore learn how to conduct workshops for parents and how to use parents as resources.

The relationship between the Special Education Department and the Elementary Education Department is another problem area. During the past fifteen to twenty years the Special Education Department has assumed responsibility for preparing teachers for children with special needs. Separate training programs were developed and a separate trainee population was claimed. Now, it is necessary for the Special Education Department and the Elementary Education Department to work cooperatively—often with the same trainee population—to give the children the best prepared teachers possible, as specialists and as regular classroom teachers.

Experience with the Norfolk/Chesapeake Teacher Corps Exceptional Child Component permits us to conclude that a preservice elementary education teacher preparation program can structure its program to help teachers develop the competencies needed to deal effectively with children who do not have severe handicaps.

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Staff Development for Teachers in Service

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This facet of our paper focuses on the aspects of our model that are responsive to teachers and other educators who are employed and who, for various reasons, choose to increase their competencies on a part-time basis. Norfolk State College has helped and continues to help many such teachers from the Tidewater area to respond appropriately to the diverse instructional needs of learners in the schools.

Factors basic to the model follow. From these areas specific competencies are specified for the inservice teachers who received educational instruction at Norfolk State College. Each factor is discussed with examples of implementation through specific projects funded in the Division of Teacher Education. Since Norfolk State College does not grant a graduate degree in education, the avenue for training of teachers in service has been through special projects and programs.

Principles of Learning

Understanding of the theories and principles which underlie learning is prerequisite to a full appreciation and an adequate analysis of the teacher-learner situation and learner performance. Teachers who have participated in programs at Norfolk State College review the basic theories and theorists of learning. This knowledge serves as the foundation for the teachers' mastery of their tasks. Special focus was given to this topic in a mainstreaming project that was conducted for selected educators from the Norfolk Public Schools: a summer institute and academic year seminars sponsored by the University of Miami Special Education Technical Assistance Center in conjunction with Norfolk State College. This focus on principles of learning introduced to some and reviewed for others factors basic to their understanding of how they could meet the needs of mildly handicapped learners in regular classes.

Typical Child Growth and Development

Teachers all need to know what is considered normal behavior for a learner. They need to know how a child matures as he proceeds through the various stages of development, so that they can more effectively respond to individual learners. Teachers should also understand the socialization process.

It is recognized unquestionably that all teachers, regardless of what population they serve, must know typical learner behaviors. Subsequently, all training experiences for inservice teachers in the Division of Teacher Education by their very nature include emphasis on this area.

Knowledge of Exceptionalities

Only with a sound grasp of "normal" child growth and development can teachers effectively deal with exceptionalities. That is, one must understand the typical before he can understand the atypical. Today's teachers must understand exceptional children since some of these children will likely be in their classrooms.

Three major projects have trained regular educators in service to recognize and program for children with mild handicapping conditions. An Education Profession Development Act Project was funded in the Special Education Department in 1969-1975. During this period 261 principals, teachers, and teacher aides participated in experiences designed to enhance the sensitivities and increase the competencies of regular educators to meet the needs of children who exhibit mild handicaps. These participants were involved in a summer institute and academic year seminars focusing on the characteristics, diagnosis, and educational needs of exceptional children.

The Teacher Corps Project in the Elementary Education Department also focuses on exceptional children in regular classrooms. Like other such projects in the nation, the Norfolk State College project has a component in its curriculum on exceptional children; this component is implemented through a cooperative relationship between the elementary and special education departments and personnel in the public schools. These two projects have been very influential factors in the shaping of the college's teacher education model for mainstreaming. The third major operation is the University of Miami Special Education Technical Assistance Project conducted in cooperation with Norfolk State College and the Norfolk Public Schools.

Positive Attitudes; Confidence in Ability

If learners are to fulfill their potential, teachers must have a positive attitude. Teachers must believe that all learners have ability and will, with appropriate nurturing, fulfill their potential. This writer's experience suggests that children tend to perform to expectations—that is, a teacher who thinks a child is mentally retarded tends to make fewer demands; the child is treated as a mental retardate and consequently behaves as one. Therefore, it is important that teachers accept and believe in learners, especially handicapped children whose presence in regular classes creates a wider-than-usual gap in mental abilities.

Teachers must also have confidence in their own abilities—otherwise they will constantly turn to resource persons from other disciplines for directives regarding the educational program. This model emphasizes confidence-building as teachers acquire new skills. The Education Profession Development Act, Teacher Corps, and Mainstreaming projects all seek to build positive attitudes in teachers so that they will be able to accept children who are different—children with learning problems or other handicaps, children from ethnic and cultural minorities. Additionally, these projects are designed to give the teachers skills and build their confidence in using them.

Using Assessment Data

Teachers are more effective when they understand their pupils' strengths and weaknesses. Therefore the teachers who participate in programs at Norfolk State College acquire additional skills in diagnosing learning problems, interpreting test results, and prescribing instructional programs based on the findings.

Specific projects that have given special emphasis to this factor include the Education Professions Development Act Project and the Teacher Corps Project, both of which increased the diagnostic skills. Along with attention to formal instruments, the former project also assisted teachers in the effective design and use of informal teacher-made tests.

Varied Learning Styles of Children

Having understood how children learn and how they differ, possessing a strong faith in them, and being able to ferret out their strengths and weaknesses, teachers should have the necessary knowledge base to match different styles of learning with appropriate styles of instruction. For example, reading instruction for the auditorily impaired clearly should not be provided primarily through aural input. The Education Professions Development Act, Teacher Corps, and Mainstreaming projects all emphasize the necessity of matching instructional modes with learning styles of children. The content on curricula includes recognition of varied means of presenting the same subject matter.

Using Available Resources

Teachers have often been called "scavengers," "hoarders," "collectors," and other names which suggest that they scour their communities looking for useful materials. Instructional programs are indeed enhanced by teachers who know what resources—including persons, hardware, and software—are available in their community as well as from the local and state education agencies.

Each of the three aforementioned projects at Norfolk State College, as well as the Early Childhood Education Project in the special education department, places emphasis on using the services of parents, community leaders, professionals, and blue collar workers to enrich instruction in the classrooms. Material discarded by merchants is often of value. Most local education agencies have media centers for use by school personnel; other centers may be found at public libraries and institutions of higher education. Inservice teachers at Norfolk State College become adept at locating and using those resources available to them.

Creation of Materials

No matter how much curricular material is available, good teachers find it necessary to create and develop new materials specifically designed for a child or group of children. Thus, in addition to ability to create and improvise, teachers should be able to write clearly and coherently in the language of instruction using correct grammar and syntax. Consequently, all the college's programs for teachers in service include writing skills, creation of practical, attractive instructional aids for classroom use—materials that are actually used by the teachers. The ideas are then shared with peers through exhibits and handouts.

Role Definitions

If teachers are to effectively use the knowledge and understanding they have acquired they must clearly understand their role. With the advent of many auxillary personnel in the local education agencies, roles are not always clear; however, teachers must know where their responsibilities end and the responsibilities of others begin. Regular classroom teachers cannot be, nor are they expected to be, all things to all learners. In all the programs at Norfolk State College cited above, as well as in the Operation Headstart Project, for which Special Education Department faculty train Project employees to serve the handicapped, teachers come to understand connectional roles as well as the roles and job descriptions specific to their own locales.

Ability to Work Effectively with Others

No matter how much teachers know, if they cannot get along with others, they will have a difficult future. Teachers must know how to work with other professionals and paraprofessionals in their classrooms and schools. They must also cultivate good relationships with parents of the learners in their classes.

The Teacher Corps Project addressed this issue through small group conferences, in the hope of arriving at guiding principles. It also provided experiences to help teachers adjust to having other professionals in the classrooms.

The Education Professions Development Act Project used similation analysis and videotapes to help teachers develop better relations with paraprofessionals in their classroom and make appropriate use of their services. College student observers, parents, teacher aide trainees, and Project instructors also frequented the classrooms of Project teachers. Frequent conferences increased rapport and understanding between parents and teachers.

Summary

Ten specific areas have been identified and made requisites in the Norfolk State College model for education of teachers in service. Specific activities of projects at the college were cited. Competencies in these areas result in a prototype of an excellent "teacher in the mainstream," a teacher who recognizes and responds to differences among children and is thus able to teach the child traditionally labeled "handicapped."

Special Education:
A Preservice Component

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One of the major goals of the preservice programs in Special Education at Norfolk State College has been to develop a performance based program for preparing teachers capable of developing and improving instructional programs for exceptional children in special classes and in the mainstream. A second goal has been to ensure that the program content will be such that it, or certain components of it, might be easily utilized by other interested institutions of higher education without a high cost for implementation.

Other goals of the performance based program described in this presentation are (1) to aid preservice teachers in developing the skills necessary for successful classroom teaching of exceptional children; (2) to develop in preservice teachers the ability to understand and participate in action research and clinical teaching in the classroom; (3) to encourage and foster high scholastic attainment in subject matter areas; (4) to encourage preservice teachers to work toward becoming effective and efficient participants in community and civic affairs; and (5) to further the development of desirable attitudes toward the profession of teaching.

The description of the performance based program includes (1) a series of storage and retrieval systems; (2) objectives specifically linked to some kind of instructional system in which there is imbedded assessment; and (3) a management system with a profile on each individual. It is also necessary that the modular competencies of faculty be defined in order to enhance teamwork interaction.

Several assumptions appeared relevant to sound development of this performance based program.

1. There is an established relationship between pre- and inservice education. Minimum criteria are constantly changing. Therefore, the need for continual inservice education is essential. In developing inservice programs, the place where the maximum number of hours of instruction will take place must be considered.

2. Training in this performance based program is as direct as possible, and persons concerned have knowledge of the program, including know-

ledge of competencies. There are procedures for assessment and evaluation which are closely related to the objectives.

3. There are a variety of training procedures in this performance based program. Examples are recorded lectures, seminars, discussion lectures, microteaching experiences, sensitivity sessions, behavior modification modules, clinical and other type mini-courses, questions, and problem-solving experiences.

4. There is individualization of teacher education instruction. Appropriate relationships exist among state colleges and universities as well as the State Department of Education and local agencies (rehabilitation centers and similar facilities).

5. There is accountability. Procedures for evaluation and instruments necessary in the assessment process are clearly defined, and improvement is expected in this area.

Four basic general strategies important in planning a performance based special education program were considered: (1) the breakdown of the existing program into modules consisting of a series of units or clusters; (2) a determination of needed software such as books, video tapes, audio tapes, student materials, and instructor materials; definition of the objectives regarding preservice teachers' behavior and the identification of those activities which will achieve objectives; and (4) the instructional procedures to use in training preservice teachers to participate in activities necessary to achieve objectives as retrieved from research data as well as instructor know-how in assessment and evaluation to determine whether or not objectives were achieved.

Effective performance based programs in special education should prepare preservice teachers to educate all children, those with handicaps as well as those from impoverished homes and communities. Program projection should also prepare special education teachers to support regular classroom teachers with special education services in the management and education of children with special needs.

Development of Performance Based Programs for Prospective Teachers at Norfolk State College

One basic goal was to expand the expertise of preservice teachers through appropriate reorientation of teacher preparation programs in special education. The program established focuses on integrated training for preservice teachers to help them understand the concept of individualized instruction with a meaningful assessment component. In addition to being integrated, the training is interdisciplinary and continuing; thus it should promote the development of skills in identification, diagnosis, and prescriptive teaching, which in turn will benefit children with a variety of special needs. When preservice teachers complete the performance based program, it is expected that they will have developed the following broad basic competencies:

1. To plan effectively individualized and group instruction according to each child's developmental nature and needs.

2. To plan effectively individualized and group learning activities and experiences for achievement of educational goals.

The entire program of special education is constantly changing and developing within certain broad clusters of curriculum development, assessment, and evaluation as well as practicum. This should accomplish the changes needed in preparing special education teachers to work more effectively with handicapped children. Although a special education major is expected to work toward a degree in his major field, he is encouraged to explore related areas, and is required to do much of his basic work in the discipline of regular elementary or secondary education.

Professionals and others concerned about meeting the needs of children and preparing special education teachers are aware that programs must train prospective teachers to cope with the rapid sociological, psychological, and economic changes taking place in our society today. Political and legal changes are also influencing teacher training. An effective performance based model special education program thus takes into consideration these recent social, economic, and political developments. Communication among all disciplines concerned with teacher education is also vital.

Trainers of teachers in the Special Education Department also seek to develop bachelor of science degree holders who will be able to qualify for master's programs at other institutions.

General considerations in developing a competency based program for preservice teachers include:

1. Preservice teachers will develop personal and academic competencies necessary for successful classroom teaching of exceptional children as measured by faculty-made scales.

2. Preservice teachers will develop the ability to understand and participate in action research and clinical teaching in the classroom as measured by faculty-made scales.

3. Preservice teachers will advance directly into master's degree programs at any recognized institution as measured by faculty-made scales, the National Teacher Examinations, and Graduate Record Examinations.

4. Preservice teachers in elementary and secondary education, prospective social workers, and psychologists will secure adequate orientation in special education as measured by faculty-made scales.

5. Special education faculty will encourage and foster conditions which promote high scholastic attainment in the subject matter areas as measured by faculty and standardized scales.

6. Preservice teachers will develop interpersonal relationships which will lead to effective and efficient participation in community and civic affairs as measured by faculty-made scales.

7. Preservice teachers will develop desirable attitudes toward the profession of teaching as measured by faculty and standardized scales.

Competencies considered with respect to mainstreaming include the development of:

1. The ability to understand that each exceptional child has the same right to acceptance, understanding, and education as other children as measured by standardized and faculty-made scales.

2. The understanding that wide individual differences exist among children in each area of exceptionality as measured by faculty-made scales.

3. The ability to participate in diagnostic activities designed to screen and identify students who require special education programs if they are to make optimal progress in school as measuured by faculty-made scales.

4. The ability to utilize the team approach to comprehensive case study involving medical, social, and psychological as well as educational specialists as measured by faculty-made scales.

5. The understanding of the criteria for placement so that pupils with other types of problems and needs are not inappropriately enrolled in special classes as measured by faulty-made scales.

6. Ways and means to gain information from well-trained persons in the field, and from examinations of specialized curriculum materials and equipment needed for instruction in the various areas of exceptionality as measured by faculty-made scales.

7. The ability to derive general objectives in a program of education, such as developing personal, social, and economic effectiveness as measured by faculty-made and standardized scales.

8. The ability to establish specific goals for special education programs with emphasis on both scholastic and social learning; on the national purposes of education; and on the aptitudes and potentials of the pupils as measured by faculty-made scales.

9. A mental health approach in terms of accepting each pupil and providing a warm classroom climate which is a profitable entree for assisting a student in self-acceptance, self-evaluation, and the development of realistic goals as measured by faculty and standardized scales.

10. Ways and means to gain an understanding of clinical education instruction for exceptional children which involves individualized teaching

procedures based upon careful appraisal of each pupil's abilities and disabilities as measured by faculty and standardized scales.

11. Ways and means to gain an understanding that education for exceptional children is an integral part of a total education program when possible and practical as measured by faculty-made scales.

12. The understanding of why continuous reassessment of exceptional children and reevaluation of school programs are essential to progress as measured by faculty-made scales.

13. Ways and means to gain a concept of the responsibilities of the school in follow-up and placement assistance where needed as measured by faculty-made scales.

14. Understanding of how community-wide cooperation among educational and noneducational services for exceptional children and direct involvement of parents in the educational process will broaden the comprehensiveness and avoid gaps and duplication as measured by faculty-made scales.

15. Understanding of how special education programs may be strengthened by frequent interpretation of these programs to educators, parents, legislators, and the public as measured by faculty-made scales.

16. Understanding that it is the joint responsibility of national, state, and local agencies to promote educational research, teacher preparation, and instructional services in education for exceptional children as measured by faculty-made scales.

Performance based special education should meet the needs of prospective teachers who seek information related to the purposes and objectives of education for children with special needs. Our program includes the following methods of instruction: (1) study of the areas of exceptionality and related courses; (2) observation of special class procedures; and (3) application of knowledge through student teaching, community activities, and research. Special education personnel—while developing this performance based program—must keep in mind the state certification requirements.

Performance Based Program Design Clusters—Academic Preparation

Area I. Curriculum Development

1. Education of educable mentally retarded children, including the multihandicapped

2. Education of trainable children, including the multihandicapped

3. Education of disadvantaged handicapped children
4. Language arts and remedial reading for exceptional children
5. Education of children with physically handicapping and crippling conditions
6. Education of children with emotional disturbances
7. Education of children with learning disabilities
8. Education of parents of preschool handicapped children
9. The role of the professional and paraprofessional in education of preschool handicapped children

Area II. Assessment and evaluation

1. Nature and needs (characteristics of the mentally retarded and children with other types of handicapping conditions)
2. Rehabilitation techniques
3. Measurement and evaluation of the handicapped
4. Speech problems of exceptional children
5. Psychoeducational diagnosis
6. Diagnosis and assessment of preschool handicapped children

Area III. Practicum

1. Observation and participation in special class programs—independent study concept in focus, including direct contact with children. Private and public school settings, beginning at freshman level. Includes early experiences with children.
2. Practicum activities with children, including preschool with retardation, learning disabilities, and multihandicapping conditions
3. Student teaching with handicapped children
4. Early childhood education practicum for the handicapped

Cooperative Mainstream Programs with Local Systems

Before we could consider the concept of training preservice teachers for the mainstream, the public school systems had to indicate willingness to change the education of handicapped learners. The guidelines for implementation of the model for the preservice training program included involvement of principals, psychologists, and other school personnel. Procedures in training teachers include course offerings, college seminars, and field and internship experiences within the public school setting. Community involvement is an important component of the preservice practica.

The Norfolk State College Early Childhood Project for Preschool Handicapped Children

An early childhood education project for handicapped children has had a great impact on the special education preservice program. The major objective of this project was to lessen the motor, mental, and emotional effects of a combination of mental retardation; secondary deficits of hearing, vision, and speech; and a lack of stimulation in the environment on young disadvantaged handicapped children through a structured education program combined with unstructured activities and parental instruction and assistance.

The program included identification of handicapped preschool children and development of an educational program aimed to develop specific cognitive language, motor, and social skills. The parent component featured instruction in helping the children at home with social, educational, and emotional problems. The program involved on-site learning for regular classroom teachers, Norfolk State College and Virginia Wesleyan College students, and administrators and professionals from other agencies in order to build understanding and support for comprehensive early intervention.

The University of Miami Norfolk City School System Plan

Young teachers generally develop into more effective change agents than retreaded personnel. Therefore, 24 junior and senior year trainees received training in the Norfolk Mainstreaming plan during the 1974/75 academic year. Administrative and supervisory personnel as well as regular elementary and special classroom teachers participated in a University of Miami inservice project designed to increase skills in mainstreaming handicapped children into regular classrooms. The project was conducted by Dr. Philip Mann and staff during the summer of 1974 at the University of Miami. Participants in this project returned to their classrooms and began implementing concepts in mainstreaming. Selected classrooms of some of the participants provided opportunity for exemplary observation and student teaching involved in mainstreaming for the trainees.

The Norfolk State College Education Professions Development Act Project

The Education Professions Development Act Project at Norfolk State College represents another avenue through which preservice teachers received training in the mainstreaming process. Several students other than the junior and senior year trainees gained experience in teaching learning-disabled children in the regular classroom.

Summary

In the development of a performance based program to meet the present and future needs of preservice teachers, many problems still exist. First of all, it is still necessary to function within the legal certification constraints of Virginia's State Department of Education. Present certification requirements in various fields are based upon completion of a designated number of hours of course work in general education, professional education, and specific endorsement requirements. Secondly, the existence of autonomous departments rather than a single area of curriculum and instruction impedes faculty cooperation in utilizing their diversified skills. Thirdly, tenured faculty may be unable or unwilling to change teaching styles in order to facilitate better programming for preparation of teachers of exceptional children. But these problems do not negate effective communication, collaboration, and cooperation between the departments of elementary and special education in planning relevant programs for and with the students. Free electives provide students with opportunity to take courses in additional areas. The program of special education is elementary education based; therefore, it is possible for the special education major to obtain full certification in the field of elementary education through collaboration with the Department of Elementary Education.

The Virginia Department of Special Education recently launched a program designed to revise state certification requirements in special education. Focus of the new requirements will be on teacher competency and skill development rather than on completion of courses. Staff inservice techniques have been used effectively in bringing about change. The department heads of elementary and special education have assumed the responsibility for reviewing the present operation and suggesting changes in program design in both departments to bring about more responsiveness to the needs of preservice teachers.

The consensus among members of the special education faculty is that in order to facilitate better and continuing education from all departments within the Division of Teacher Education, personnel in elementary, secondary, and special education departments must work together to establish new courses and modules for competency based training, and facilitate better understanding by providing opportunity for personnel from the various disciplines (such as reading, early childhood education, and others) to interact. Such cooperation would prevent personnel in other departments from feeling that their course offerings are inadequate or that they are not adequately preparing teachers to meet the needs of exceptional children in regular elementary and secondary classrooms.

The need for communication between special and regular education in providing offerings to exceptional children may be found in the Council for Exceptional Children Policies Commission statement:

> Special Education must provide an administrative organization that facilitates (for exceptional children) achievement of the same educational goals as those pursued by other children. The purpose can be achieved through structures that are sufficiently compatible with those employed by regular education to insure easy unbroken passage of children across regular special education administrative lines for whatever periods of time may be necessary, and sufficiently flexible to adjust quickly to changing task demands and child growth needs.
>
> Under suitable conditions, education within the mainstream can provide the optimal opportunity for many exceptional children. Consequently, the system for delivery of special education must enable the incorporation of special help and opportunities for them in mainstream settings whenever such approach is feasible. Children should spend only as much time outside regular classroom settings as is necessary to control learning variables that are critical to the achievement of specified learning goals.

Because of recent court decisions, school personnel across the country are developing programs that will include handicapped children in the mainstream of education. Although the courts have issued mandates and many states have passed legislation to end isolation of handicapped children, considerable resistance still comes from regular grade teachers, administrators, and parent groups. Thus, a need for continuous strengthening of preservice education of teachers is in order to effect attitudinal change in teachers of the future.

The Norfolk, Virginia Beach, and Chesapeake City School Systems are gradually achieving their goals; and their personnel are planning ways for handicapped children to remain in the regular grades with supportive services to assist the regular teachers.

The main problems for the special education faculty were: (1) determining what competencies students should have upon completion of the courses; (2) identification of the kinds of teaching styles and effecting necessary changes in teaching styles in order to facilitate development of a performance based program; (3) effecting change in faculty attitudes toward performance based programs by providing opportunity for faculty to renew or change their techniques and skills; and (4) participation of faculty in determining their competencies and modification of their roles.

Prospective teachers of exceptional children receive cross-categorical training involving other disciplines at Norfolk State College. For example, professional education courses including regular elementary and secondary education courses are taught by faculty members in the elementary and secondary education departments. General education courses are taught by general education faculty members; and adaptive and other required physical education courses are taught by professors and instructors in the Department of Physical Education.

The funded projects under the supervision of program personnel of the Department of Special Education—in cooperation with local school officials during the past six years—have had a decided impact on the local school systems in the area. Unique innovations in programming have evolved involving former participants in the projects despite the fears and anxieties on the part of many regular classroom teachers. Some of the innovations may be delineated as

1. Special education personnel have received many requests by supervisors, principals, and agency personnel for assistance in implementation of inservice programs.

2. There has been a significant increase in the number of regular classroom teachers taking courses offered through special education in order to enhance their skills in the mainstreaming process.

3. More comprehensive inservice education programs have been developed by many school principals within their own schools.

The Integration of the Handicapped Child into the Curriculum Experiences of Regular Education

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The Scene: Ms. B., a kindergarten teacher, is writing a letter to a friend.

Dear B——,

Well, it's the beginning of another school year. The first clue has arrived: a letter from Ms. Y., principal of our school. The beginning was typical of the letters Ms. Y. has sent out in previous years: greetings, room assignments, the date and time of the first faculty meeting, and the agenda for the first get-together. The letter looked like the same old stuff, but since Ms. Y. insists that we all read her letters, it seemed wise to go on. The letter continued:

> This year we will be having something of a new experience for the handicapped children in our school. We will be attempting to provide full service to these youngsters using the regular classroom as our base of operation. This means that we will be bringing many children back from special classes and that we will be programming, rather than just tolerating, those youngsters who are already in our regular classes. We estimate that 10 to 12 percent of our youngsters are handicapped, that this is reasonably consistent with the national average for a school such as ours. Nationwide statistics show a prevalence of 7,000,000 handicapped children, with about 60 percent currently enrolled in regular classes. Your role as a regular class teacher, or in the case of those in grades 3 through 6 who are departmentalized, will be to serve as the core of the educational program for these children.

And then came the bombshell! The next paragraph contained three terms: handicapped children, diagnostically based curriculum, and behavioral objectives.

Wow! How lucky can one be? I must have had ESP when I decided to sign up for that three-day inservice workshop on handicapped children. At least I have some idea of terms such as mentally handicapped, learning disabilities, and emotional disturbance. Children referred to by these terms constitute the largest number of handicapped children, although the terms don't mean much when it comes to teaching. The workshop was OK. We talked about psychoeducational tests, the interrelationships between diagnosis and instruction, and the development of curriculum experiences that will provide meaningful education for handicapped children.

I remember the point one of the instructors made about curriculum development and its importance to handicapped children. How did he say it? Something like this, I think:

> The major assumption underlying the preparation of curriculum materials and experiences for nonhandicapped children is that the learners to whom the curriculum will be presented are *intact*. That is, there's nothing wrong with them. Special education curriculum developers, on the other hand, must operate on the assumption that every learner to whom the curriculum is presented has a general or specific learning disability or behavioral disorder. Curriculum for the handicapped, therefore, must do two things: convey the content of the curriculum and prevent, remediate, or compensate for these problems which the youngsters manifest.

I know I am going to have to rely more upon diagnostic test interpretation; and I'm going to have to learn more about it, particularly about translating test information into instructional practices.

The program they distributed at the workshop seemed to be right on target. It interpreted over 500 psychoeducational test items into terms that I can understand and then it interrelated these to over 1,000 items of instructional materials. Best of all, they showed me how I could add to the system using the materials that are already available in my room. I was also given a procedure that would assist me to construct my own criterion referenced test. They called it a Behavior Skills Inventory (BSI) and it is used to identify learning disabilities and behavior disorders. Incidentally, the idea of looking at both learning and behavior problems within the same framework will be a great help. I'll use it in kindergarten and have Sam (he teaches 5th grade science) and Mary (she teaches second grade) build one also. The three of us can demonstrate a diagnostic approach to curriculum, and perhaps some of the other teachers will also try it. As a matter of fact, I think I'll ask Ms. Y. for a few moments at the faculty meeting and I'll do a little show-and-tell. And, of course, the big surprise will come when I show the instructional suggestions for meeting the needs of learners with handicaps. The suggestions are presented in such a way that the same suggestions can be used with learners of different ages, in different subjects and, very important for our school, in any language (about 20 percent of our kids speak Spanish as their dominant language). The instructor gave a demonstration of this in science. We were shown how to take a group of kids with a variety of learning problems and provide curricula experiences through the use of different behavioral approaches. This means that if a kid cannot read, I have alternatives to reading. Why, I can take kids with different behavioral needs and incorporate them into the science activities through a variety of techniques. For the first time I feel I can help Helen, who is so withdrawn and isolated. One simple idea we had was to have kids construct cardboard objects such as cars. One kid could do a wheel, another could do another wheel, and Helen could do the axle. When the parts are put together, Helen would be central to the group and I could praise them for working so well together. Get it??

The one thing that troubled me during the inservice was the way the staff kept criticizing behavioral objectives. Their main point seemed to be that most formats for preparing behavioral objectives stress achievement, or getting the right answer, without focusing upon the behavioral needs of the learner. Another point was that most approaches to behavioral objectives didn't encourage the instructor to use a variety of behavioral strategies to attain a common outcome. In science, for example, you could have a learner demonstrate his knowledge of a certain concept by constructing something, by pointing to a series of pictures or objects, by orally stating, or by writing. What they tried to stress was the difference among *behavior*, *process*, and *task* (the achievement part) in the use of behavioral objectives.

We also observed that most behavioral objectives stress learner behavior, but fail to give any attention to the instructor. Come to think about it, I'd appreciate a few suggestions about behavioral procedures that I could use to help children. It would also help me with this other thing that we are being bugged about—accountability. I don't want to get into the trap of having to turn to a new list of behavioral objectives each time I switch to a different subject. The stuff we had enables me to focus upon the same behavior, if appropriate, so that I can help the kid with problems. To illustrate, the behavioral objectives, we called them Desired Learner Outcomes (DLOs), look like this:

Aural Presentation

Instructor	*Learner*
Gives a single word	Orally states a definition for the word.

This simply means that I would say the word and that the learner would state his definition. I could do this in science, social studies, etc., and really help the kid with his behavior. Incidentally, this is a very common task on those psychoeducational tests I mentioned earlier. This gives me that tie-in between diagnosis and instruction.

Back to Ms. Y.'s letter. Let's see, it went on to say:

> Individualization of instruction that is diagnostically based will be essential. Remember to distinguish between individualized instruction and individual attention. Too much of the latter may indicate that the former is not being attended to properly. Behavioral objectives will be necessary. We can discuss the best means of incorporating this approach into our school when we get together.

I feel as though I have my feet on the ground. I know something about the characteristics of handicapped children. I can relate to psychoeducational tests and interpret them in terms of instructional practices and curriculum. In essence, I have the basis for a diagnostic approach to curriculum. I can construct my own Behavior Skills Inventory; and I have a storehouse of instructional suggestions, all of which can be directly tied to curriculum.

I don't believe I'm going to be as handicapped as I thought. I know the kids won't be!

Peace!

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SECTION III

TECHNICAL ASSISTANCE PERSPECTIVES

Technical assistance programs have played a significant role in implementing federal government mandates. They have taken on a variety of formats and approaches in helping educators facilitate the mainstream model.

Reynolds presents a case for a national technical assistance system developed outside the government structure but funded by and accountable to it. He feels that such a system allows technical assistance programs to be free of political pressure and to be able to develop nonthreatening trust relationships with their clients. Reynolds further calls for communication and collaboration among these independent programs in order to share expertise and consolidate gains. He also points out the need for technical assistance training for all potential special education leaders in anticipation of the role they will be called upon to play.

Mann and McClung present a model for training educational administrators in the tenets of mainstreaming. Administrators are frequently overlooked when training programs are planned; yet they are front line people in initiating mainstreaming programs. Mann and McClung express particular concern for college administrators and chief school officers in sparsely populated areas and developing institutions of high education: their resources are particularly limited, and yet they are responsible for preparing their staff to serve as agents of change for the broader population. The training program presented by Mann and McClung represents an approach to helping administrators in institutions of higher education and state and local agencies to collaborate in training and facilitating mainstreaming throughout the educational system.

Rice reports on the joint efforts of eleven state directors of special education to come to terms with their mutual problems in planning for mainstreaming at a state level. Their collaboration produced an analysis of laws affecting their program development, an identification of obstacles to mainstreaming and proposed solutions to those obstacles, a plan of action to facilitate future responses to program development, and a "technical assistance" newsletter to generate interstate communication and promote innovation within the participating states.

Technical Assistance: The Case for National Support Systems in Special Education

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Technical assistance systems have been developed by the federal government* to meet the urgent needs of different segments of our economic life, especially agriculture, medicine, and transportation. Ultimately, the systems result in benefits to the total population and economic gains to the particular institutions. In special education, however, technical assistance systems cannot in any obvious way impinge on the total population or result in economic benefits. Yet there is a special reason to be concerned about national support systems in what is essentially a low-prevalence field. When only a relatively few instances of a problem exist at the local level, the expertise necessary for handling the problem is not likely to be developed because of the cost. Nevertheless, what is exceptional at the local level often aggregates nationally into a very large problem; the national mobilization of expertise to resolve such problems is therefore both practical and economical.

Special Education and the Federal Government

Since 1957, when Congress first provided funds for research and leadership training in the area of mental retardation, federal appropriations for special education have been increasing steadily. Currently, funds are provided for the improved delivery of educational services to children in new as well as traditional categories of handicap and for the operations of the Bureau of Education for the Handicapped (BEH) to administer the burgeoning programs. Other bureaus also have launched significant programs relating to specific aspects of education of the handicapped, such as career and vocational education. Whatever the reasons for the federal government's initial intervention in the improvement of educational services for handicapped children, it seems certain at this time that the intervention will continue well into the future.

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*Technical assistance obviously goes on at many levels. This paper is limited to national level systems quite arbitrarily, but mainly because that has been the context of the Leadership Training Institute at Minnesota.

The principle of the right to education, first enunciated by the Supreme Court in *Brown* vs. *Board of Education* (347 U.S. 483, 1954), has been extended by the federal court cases of the 1970s to all handicapped children, regardless of degree of handicap, and expanded to include the provision of education in the least restrictive environment and with regard for due process. Unquestionably, these principles will be recognized in future congressional special education legislation.

Although the Congress and courts expect their mandates to be acted on expeditiously and to the letter, they make little provision for assistance that may be needed to implement those mandates and, at the same time, they hold accountable the persons or institutions that are responsible for the implementation. When the U.S. Office of Education (USOE) is charged with administering the provisions of federal legislation, its role can be likened to that of a middleman in that it is accountable to Congress for effecting the intent of the legislation but must consign the actual work to other authorities. A charge from Congress often means that the USOE must negotiate for the procedural implementation of the charge with state and local school systems, institutions of high education, and other agencies on a very rapid schedule and with high concern for accountability. Yet the agency is limited in staff and other resources and in its power to intervene actively in the implementation.

Perhaps because the problems of program development appear to become more complex with time or because the agencies funding the programs necessarily concentrate on their accountabilities to Congress, there appears to be an inclination for federal awards to be made first to the most promising applications for funds. The practice can be justified, of course, on the grounds that awards made to program developers with little experience or readiness to undertake new and exacting responsibilities are more likely to lead to failure unless these developers can be given a great deal of assistance. The USOE, needless to say, has neither the authorization nor the resources to provide such assistance directly.

A major step to bridge the gap between accountability and quality of implementation was taken by the USOE Bureau of Education Personnel Development (BEPD) in 1968 under the leadership of Don Davies. The BEPD established what was probably the first major set of technical assistance or support systems in education when it funded 12 leadership training institute projects, each related to a BEPD categorical program. Since then, other bureaus in the USOE have subscribed to the value of support systems by funding projects to provide technical assistance to, for ample, school systems that are trying to increase their capabilities to accommodate handicapped children in regular classrooms and teacher-training projects in the field of learning disabilities. However, the projects that provide such technical assistance have not been coordinated as a formal total system; rather, they have been brought into being on an ad hoc basis for a specific purpose, and they have a finite existence.

All in all, the experiences of these isolated technical assistance projects provide considerable evidence for the practical value of support systems. In the programs served by them, compliance with agency expectations is relatively assured; program developers are relatively unafraid to admit the existence of problems with which they need help; cooperation among projects and the sharing of experiences and expertise increases the efficiency of each project; and the intent of the legislation authorizing the programs is more fully implemented. Because of the technical assistance projects, the USOE is able to fund programs in needy geographical areas where the available expertise is minimal and in other areas where the retraining of personnel has a high priority. In other words, the USOE is able, through the technical assistance projects, to maintain its posture as a funding and regulating agency with accountability to the Congress in the best sense of the term.

Support Systems as an Extended Arm of Government

Most federal agencies are not equipped to provide all necessary direct technical assistance. They are so limited in staff and resources and so burdened by administrative responsibilities that they can attend only rudimentarily to the developmental aspects of congressionally mandated programs. Congress tends to distrust a large, permanent bureaucracy; consequently, professional personnel are kept at a minimal level in authorized agencies. Given that the primary functions of these personnel are to establish policy and management systems and to make discretionary funding decisions, honest, helping relations between agency personnel and their clients are a contradiction in functions.

However unfortunate it may be, government employees usually cannot relate to projects simultaneously as monitors and helpers. And, because they are monitors, it is difficult for them to receive honest feedback from their constituencies. The lack of feedback is especially noticeable when federal goals are high, emphasis upon innovation is strong, agency staffing is minimal, and funds are granted on a discretionary basis for short terms with frequent (one-year) renewal required. This context breeds developmental programs in which honesty may be equated with self-destruction and funding renewal may become a more important goal than the implementation of congressional intent. The gap between projected program goals and actual achievement can be bridged at least in part, however, with the help of strong nongovernmental support systems.

When support systems are erected outside the government hierarchy, they are not subject to the stresses and strains that beset governmental agencies. Although they have a double accountability—to clients as well as to the funding agency—they are relatively free of political pressures and have a clearly defined role: to provide technical assistance to and act as advocate for authorized projects. In this role, the systems can function as buffers to protect fledgling projects from the occasional excesses of federal agency impatience, they can rally the understanding endorsement of agency personnel for programs that must develop slowly and carefully for the best results, and they can provide agency personnel with an objective assessment of program needs and recommendations for program development.

At the same time, an external technical assistance system can improve the relations between project and agency personnel. Any government contract necessarily contains monitoring provisions. Agencies are required to negotiate with the Congress goals and timetables that must be negotiated in turn with organizations or field personnel. Because only the agencies are directly accountable to the Congress, their negotiations with field personnel tend to emphasize regulations and their funding patterns tend to be short term and to reflect year-to-year priorities. This combination of factors creates an almost adversary relation between program developers and agency personnel at worst, and anxiety at best. Although a technical assistance system cannot change agency needs for regulations and funding patterns, it can maximize the capabilities of project personnel to carry on their work within the regulatory framework.

An essential element in the relationship of technical assistants with federal agency personnel and program developers is trust. Trust implies the existence of mutual respect between professional equals and the establishment of clear, supportive linkages. Trust permits honest discussions and equal participation in planning. When trust is not present, as when a support system and an agency each views the other as a competitive power elite, or when a support system usurps the rights and responsibilites of a program developer, the system has failed its purposes and will be forced out of existence.

System Organization

In agriculture, the technical assistance system has developed over the years with federal and state funding of permanent organizations that provide supports and conduct research on continuing and crisis bases. The system has had more than a century in which to grow because the concept of technical assistance for agriculturists was accepted early in the nation's history.

In education, we are still at the stage of working for the adoption of the concept. Consequently, it would be premature to advocate any one kind of organization as best. For the near future, at least, it is my belief that technical assistance projects should be organized as temporary structures funded for specific purposes for limited periods of time, like many of those now in existence. Such an arrangement prevents the entrenchment of a bureaucracy that might rigidify the ways in which technical assistance is provided, permits the exploration of new procedures and ideas, and establishes a wide range of different kinds of experiences for the development of the concept. When a particular form of technical assistance is needed over a fairly long period of time, fresh insights can be brought to the work if new organizations to carry on the assistance are created periodically. Although a technical assistance project is best established in an institution that has the necessary material and personnel resources, it is part of a national rather than local endeavor, and thus owes its allegiance to the field rather than to the institution.

One of the major goals of every support system should be to develop support capabilities in such organizations as state departments of education, which are the traditional and permanent sources of assistance for educational personnel, in order to strengthen the existing structuring of the field and to avoid the formation of competing bureaucracies.

STAFFING

Minimal organizational staffing within the central office of a technical assistance agency has the great advantage of increasing the flexibility of a support system by preventing the development of a rigid organizational hierarchy, minimizing the natural tendency of such hierarchies to become internally oriented and self-serving, and avoiding the tendency of self-serving hierarchies to try to perpetuate themselves. Most important, perhaps, minimal organizational staffing permits the employment of outside consultants with their various points of view. Any organization with a permanent staff of experts tends to regard all problems in terms of its expertise. The critical factors that determine the choice of staff competencies at a particular period are, among others, the stage of the field's development and the predominant concerns of the client's projects.

AGENDA

An agenda for the work of a technical assistance agency may be as broad as some legislation in which an agency is authorized to administer a Congressional Act, or as detailed as an award written by a federal agency to activate a project. In the first instance, the agency determines the range of its activities under the Act; in the second instance, the agency determines the limit of activities permitted the project.

When the technical assistance agency contacts its clients in the field, a different kind of agenda problem may exist. Any agenda in work at project level which contains item by item specifications is usually considered to be high-handed. Organizations in the process of change are especially sensitive to the imposition of such agenda because they are anxious to demonstrate their own creative capabilities. Thus, technical assistance personnel are challenged to find through negotiations with client projects a compatible balance between the detailed authorizations they carry from a federal agency and the autonomy of the local agencies.

Sometimes, unquestionably, the federal government through its agencies is guilty of regulatory and administrative excesses. Yet, excesses also are found among local education agencies and project personnel. Occasionally, a local agency and its community advisers feel no compunction in applying for federal funds for a stated purpose and then using the funds to implement another purpose, regardless of congressional intent in legislating the funds. Whenever the federal government or local agency is guilty of any excesses, technical assistance systems are caught in the middle of a delicate situation that may even have moral implications.

It seems reasonable to suggest that whenever an agenda must be formulated everyone who will be affected by it should have a voice in its composition. Since local agencies tend to be certain that they know their problems and have ideas on how they should be handled, it is especially important that they participate in setting the agenda with the technical assistance systems that come in to help them.

When a technical assistance consultant believes that local officials have misjudged their problem and assistance needs, he may have to set two agendas: one for the perceived and one for the actual problem. Assistance that is responsive to local needs can be extremely reinforcing for all the participants. Consequently, technical assistance systems should be able to develop the means of reinforcing local personnel who have assumed the burden of leadership in difficult processes of change. Agendas, in sum, should be flexible but client-centered.

TECHNICAL ASSISTANCE SYSTEM CLIENTS

When Congress funds a set of projects through an agency to implement the intent of legislation, which is the technical assistance system's client(s): the individual projects funded by the agency, or the program under which the projects are funded? If the system focuses on the many projects, it is in danger of atomizing its purpose; if it focuses on the program, it may neglect the parts, and ultimately impair the program itself.

Ideally, of course, technical assistance systems should incorporate the best features of both conceptions of the client; the projects and their directors become the immediate targets, and the program mission is the ultimate one. For technical assistance systems to function in this way, however, their personnel should negotiate at the outset with the enabling agency the definition of the clients to be served.

STRUCTURE

Good technical assistance procedures may range from formally negotiated, temporally restricted, and specifically targeted procedures, to unstructured, almost casual associations with clients. In some technical assistance agencies, services are restricted almost totally to training or consultation; in others, the services include travel support for site visits, literature reviews and summaries, acting as project advocate in negotiating local arrangements, funding a specialized staff person for a period, reviewing and restructuring job descriptions when necessary, and comparable activities.

We cannot deny that different experts have different styles or preferred modes of supplying technical assistance, and that the objects of the technical assistance also differ in their preferences for how assistance is provided. Too, the stage of a technical assistance program may indicate the need for different approaches. It is more difficult to be precise and adhere to a strict assistance timetable in the early stages of a program, when the unexpected is the rule, than later when procedures have become somewhat formalized and relationships are clear and productive. A real and apparent structure in the operations of a technical assistance system encourages the clarification of and adherence to agendas.

It should not be necessary to caution technical assistance systems against trying to dominate their clients. The project staff must always have the primary role in their work, both as innovators and administrators. The concept of support systems has been distorted when technical assistance representatives try to take over the direction of a project and relegate the project personnel to subordinate roles.

Although the provision of technical assistance to individual projects is essential and cannot be neglected, the support systems supplying that assistance should be part of a more comprehensive effort to bring adaptations to all of education. As in agriculture, a national support system in education should function at many levels and for many purposes simultaneously.

Coordination of Technical Assistance System

Because the current technical assistance systems in special education are funded on an ad hoc basis, the professionals in the systems seldom meet to share experiences and ideas. Ideally, the professionals will become more self-conscious about their activities. They need to begin to think about the procedures that are used to establish technical assistance projects and, equally, the channels through which communication and collaboration among such projects may be achieved.

Technical assistance components should be included in the preparation of all special education leaders. All competent professionals are called upon at some time to offer the best of their experiences and skills to colleagues in other settings; therefore, they should learn to share their expertise more effectively. Providing technical assistance requires consultative attitudes and skills as well as substantive skills and insights. Few training programs do more than touch upon the topic, yet the increasing use of technical assistance indicates that the subject is worthy of far more attention.

Support Base for National Support Systems

Although the present technical assistance projects are funded mainly by the U. S. Office of Education, it is not at all certain that the USOE has established a clear view of the technical assistance activities they are supporting. Indeed, although the various bureaus of the USOE are beset with massive problems of technical assistance, information dissemination, and knowledge utilization, in general it appears that they have not yet developed a clear concept of how much of these problems they should try to or can resolve in their offices or how much support they should give technical assistance projects to resolve the problems externally. It is not inconceivable that the lack of clarity may lead to the discontinuance of federal supports for technical assistance projects in education altogether. These issues about technical assistance must be brought to the surface for deliberation.

The question looms, consequently, who should and/or will support technical assistance systems in education? Among the possible sources of support, should the federal government withdraw its funding, are the Council of State Governments, regional agencies (such as The Southern Regional Education Board or Western Interstate Commission on High Education), private agencies and foundations, universities or consortiums of universities that organize to develop strong service in a particular area, and even consumers of educational services.

It seems quite likely that more than a few such agencies are working toward new forms of support systems as alternatives to the uncertain and sometimes limiting support that the federal government can provide. The agencies that are concerned with programs for exceptional children should, I believe, move strongly to create ad hoc support systems as an essential aspect of the expanding federal role in education. It is unthinkable that the federal government should continue to exert a strong and highly categorical presence in education on the basis of regulatory mechanisms and its power to make discretionary decisions.

There is a great need to foster a federal presence in the search for the human and organizational development necessary to achieve the magnificent goals posited for exceptional children. Federal agencies will be able to achieve full partnership in the developmental area only by calling to their aid the skills and interest of technical assistance professionals who are widely scattered, and placing a significant part of the expansion of their work into the hands of ad hoc technical assistance centers.

NOTE: The Leadership Training Institute at the University of Minnesota is publishing in winter, 1976, the proceedings of a conference on National Support Systems in Special Education. Individual copies, while they last, may be obtained by writing the LTI, 249 Burton Hall, University of Minnesota, Minneapolis, Minnesota 55455.

Training Administrators For Shared Responsibility Roles

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Background

Recent events suggest that programs for handicapped children will of necessity be modified due to mandated changes resulting from new legislation and in some cases litigation in particular states. Administrators at all levels of education, particularly those associated with higher education training programs, training both regular and special teachers, are beginning to focus on the concept of shared responsibility between regular and special education services with respect to educating the handicapped in our public schools. Many of these administrators have expressed a need for training alternatives that will enable them to identify and explore more viable administrator and teacher preparation options to enable their trainees to serve children, especially the handicapped, in a variety of educational settings. This includes preservice as well as inservice training.

At all levels a need exists for training in the area of mainstreaming in institutions of higher education that prepare teachers and administrators who will be serving populations of handicapped children. Developing institutions often lack the resources to initiate comprehensive special education programs. Opportunities for many institutions to optimally utilize up-to-date training resources are not readily available. They do not, as a rule, have the staff and resources necessary to compete for large training grants, but nevertheless, provide directly and indirectly through their trainees services to handicapped children. Through our experience in technical assistance over the past three years, we have found an expressed need, especially by deans of schools of education, for aid in identifying the most effective utilization of resources, particularly mainstreaming options with respect to administrative concerns and teacher training.

At the recent Administrator's Mainstream Conference, "Mainstreaming Handicapped Children and Teacher Education Alternatives," held in Miami, deans or their representatives and selected state and local school officers from twenty-five universities and colleges were present. Many cogent issues were examined and discussion centered around several concerns or needs in the area of mainstreaming.

1. Need for information in the area of the interpretation of federal and state legislation and funding patterns and the implications thereof for training at different levels.

2. Need to examine viable options related to the more effective utilization of funds and other available resources from federal, state, and local levels earmarked for service and training relative to handicapped students. These students include those who need special attention but who are being served in regular classes for different reasons.

3. Need to identify successful mainstream models at the university and college level where linkages have been established with state education agency and local education agency personnel.

4. Need for aid in the planning for staff development purposes at different levels. If mainstreaming is to become a viable alternative in public schools, what changes need to take place at the higher education level and within local and state staff development programs?

5. Need to establish exemplary university and college training programs in each of the states with potential for multiplier effect through sharing of protocol materials and training assistance. Each state needs to develop its own unique and exemplary programs.

In reviewing the outcomes from this conference and other experiences through on-site technical assistance to state education agencies, institutions of higher education and local education agency programs, several generalizations are suggested.

1. Unilateral approaches to initiate mainstream-oriented training programs by institutions of higher education without established linkages to state education agencies and local education agencies appear to have limited potential for success (with or without funding).

2. Administrators, both with or without funding resources are at all levels of training and service seeking aid from individuals who have a history of experience or a "track record" in the development of mainstream programs.

3. There is an apparent need for an administrator's forum to facilitate the sharing of ideas and experiences and to provide an opportunity to explore

training alternatives and gain up-to-date information on mainstreaming efforts in this country.

4. A well-organized training effort appears in effect to have the potential to impel education institutions (through their participants) to meet the needs of handicapped children in both rural and urban areas of our country. Any such effort must be designed to promote more effective utilization of existing resources toward improving educational delivery systems to all handicapped children. Therefore, linkages must be established between participating institutions, their local school districts, and the state departments of education.

Administrators must first become aware of where mainstreaming fits into the historical perspective of special education. Some administrators feel that the concept of mainstreaming will become more fully crystalized in the years ahead. They have not been informed of the current needs and trends in the literature available on mainstreaming, or the extent of the successful implementation throughout the country. Until this awareness evolves into an attitudinal change and a commitment, administrators will continue to give only tacit approval to program development.

Leadership personnel in all arenas of the educational community who have not only the commitment to mainstreaming but the management systems to implement the state mandates and legislation must assume a more active role in the documentation of the success of field-based programs and the multiplier effect to their colleagues. Administrators need specific evidence that mainstreaming is not a trend or an unrealistic and unmanageable approach to meeting the needs of handicapped students. The major issues of due process, funding, implementation of the legislation, attitudinal changes, staff training, and parental involvement and consent should be seriously considered as topics of immediate concern in the forums of the pressure groups guiding the input to the educational hierachy. The establishment of workable models at the school building level is needed, utilizing available resources with careful long-range planning for local and statewide growth. Administrators should be encouraged to initiate the long-range planning prior to the sudden implementation required by legislation or litigation. They should not be intimidated by pressure groups who may or may not represent majority feeling. Political realities that will affect decisions now and in the future have to be weighed.

Before the handicapped student can receive a more normalized educational program, the administrators of that local school must assume an advocacy role that will result in a carefully planned approach to mainstreaming. Through both statements of commitment and organization skills, the administrators (i.e., principals, assistant principals, curriculum coordinators) can create a climate of receptivity for the teachers and support personnel. As the educational leader of the school, the principal assumes a major role in the success of the program. He serves as a major conduit of information to the community and must understand all aspects of the mainstreaming program. It is his commitment and flexibility that will sustain the growth of the concept. His role must shift from that of a silent observer or final evaluator to an active leader initiator and advocate of all phases of the development of the program.

The ultimate success may not rest on the awareness and commitment of the program as much as on the organizational structure of the resources of the school and the order in which the phases of implementation are carried out. The principal and instructional personnel must list and evaluate the school based support systems for the student requiring services (i.e., regular teachers, special education teachers, nurse, psychologist, special teachers, social worker, counselor, paraprofessional) as well as the community based services available (parents, service clubs, community agencies, health agencies, etc.,) . Once the services to be utilized are enumerated the inhouse organization of advocacy teams to coordinate this utilization should begin. Administrators at this point must either seek an active role in the process of mainstreaming or must delegate authority within the building. Some school-based teams are often less concerned about the acquiring of funds to facilitate change than they are about the time to organize and follow through on new programs. Other teams are more concerned about the feelings of the student, his parents, and the community at large. The accountability within the organizational structure of who does what, when, and where and of the support systems to back up each phase of the program is critical. Responsibility that is carefully delineated leads to increments of growth and the ultimate success of the program. Administrator and staff training needs will vary from school to school and run the gamut from attitudinal changes and informational sessions about the handicapped student to specific curriculum technology for teaching the student who exhibits variability in the regular classroom. However, training is important and the needs assessment in this area is a crucial aspect of teacher acceptance. Most teachers will accept training to upgrade skills if the information is cogent to their daily work with students and adds to their skill base.

As the ripple of a successful model mainstream program spreads, administrators at many different levels must share not only the commitment to the concept, but the willingness to participate in the change process. There has to be persistent and strong leadership at the county or district level to coordinate the support services to the schools. Administrators in traditionally separate programs (regular education, special education, counseling, reading, psychological services) who buy in to the concept of mainstreaming may not be ready for the trade off and sharing in the coordination of the utilization of funds, inservice training, and accountability to the success or failure of the effort. Superintendents and school boards faced with imminent loss of funds or legal action may have an incentive to force this communication. It is the school administrators who cannot produce this obvious clout that have the biggest challenge. At this point the local education agency, state education agency, institutions of higher education and community interface becomes of urgent concern to the superintendent and his staff. What are other chief school officers doing to implement mainstreaming? Where is the leadership at the State Department focusing its attention? Are the local universities able to provide the common core of competencies necessary for training? What are the pressure groups in the community saying? Is legislation at the federal and state level moving in this direction?

It is within the pyramid of organizational structure and linkages that mainstreaming may succeed or fail. The tide has slowly shifted from separatism to inclusion. Training for administrators must include an interpretation of mainstreaming that will suggest it as a viable option and view it as a developmental concept. Administrators must learn that shared responsibility for children, in the final analysis, is related to training and skills of all teachers, the attitudinal considerations of educators, and the determination of the most effective, appropriate individually based learning environments for particular children. Developmental programming implies that there be a broader base of skills built into the regular classroom teachers' repertoire via preservice as well as inservice training, enabling them to deal with variability. It also implies the expansion of special education teachers' skills permitting them to be more effective interaction persons as well as change agents. In reviewing potential impact models with respect to training, different approaches must of necessity be examined so that those that follow can profit from the experiences of those who pioneered in this direction.

Administrators at all levels need a more complete conceptual approach to mainstreaming. This is evident when one examines the negative effects that occur when children are merely administratively shifted from one classroom setting to another. The kind of support that the child, his teachers, his parents, and for that matter the entire educational structure are receiving at the time of transition will effect the outcomes in any mainstreaming effort, legislated or not. It appears that the crux of the issue in the final analysis is not only in providing definitions that are uniformly acceptable, or in legislative mandates, but in getting principals or deans to understand how mainstreaming can affect each student in his school and to determine as to school responsibility (not just a "special education" responsibility) under what conditions the student can learn best. The concept of shared or mutual responsibility appears to be the most difficult one for administrators to accept although it is the essence behind most issues that involve the mainstreaming of handicapped students.

Potential Impact of Training for Administrators

The potential impact of training in this area is envisioned as taking place at every level of education. It is anticipated that more emphasis will be placed on the quality of the total delivery system as well as on the content with respect to the number of handicapped children who can be served by special educators alone. Training for administrators in this area has a potential for bringing about a collaborative effort between the local education agencies and the state agencies. The potential for impact is based on several basic assumptions:

1. Forces from within as well as from outside the area of special education are imposing change upon the entire field. Difficulties with respect to impending change will be particularly felt in the more sparsely populated areas of our country and in the developing institutions of higher education.

2. The resources necessary to support the process of change in the small communities and developing institutional programs are limited. A centrally organized program is needed that will itself provide and mobilize training efforts in the area of special education.

3. Administrators and other general educators need to enter into cooperative efforts with special education so that children will profit from more comprehensive educational delivery systems that are in keeping with their specific needs. To accomplish this, training is needed so that attitudes and programming will change at all levels of education to accommodate the needs of the children.

4. The mainstream movement or thrust in many cases will place the local education agency in difficulty. The demand for more diverse training will have to be met. The Institution for Higher Education will need to respond immediately. It is at the administrative level initially that the decisions will need to be made. It is at this level primarily that the impact of the program will be felt.

5. Chief school officers have the potential to effect every level of education in the area of mainstreaming through both their support and advocacy. These chief school officers will, of necessity, need to be included whenever possible in every phase involving a statewide effort for training administrators.

A great impact for training administrators will be felt in teacher education that today is faced with the problem of providing training to teachers, both regular and special, that will enable them to serve children in diverse educational settings. Mainstreaming as an educational alternative appears to be another step in the process of impacting or accelerating the modernization of programs for the handicapped. This modernization receives much of its impetus in law and legislation through the mandate of least restrictive environment. In any modernization process, however, there appears to be an attitudinal lag among those who are most closely associated with the change process. Changing attitudes present perhaps the greatest challenge to any training program, and it is in this area that the most apparent and significant impact will occur.

Critical Training Concerns

ADMINISTRATOR STAFF DEVELOPMENT

Administrators at all levels are confronted with the ongoing task of upgrading the skills of their staff members. As mainstream-oriented programs become a part of the educational programming for students, educators, especially school administrators, will begin to examine the competencies necessary to provide the process and content required in dealing with a broader range of variability within the regular classroom. They in turn will look to the teacher trainers from the local education agencies and colleges and universities to design the inservice modules that will provide the needed technology. University personnel must not only reevaluate the content of the preservice and inservice courses, but the delivery system to the teachers and administrators in the schools. As instruction shifts from the campus to the field, regular and special education teacher trainers will need additional competencies that can be acquired through staff development. The deans of schools of education and building principals must become directly involved as change agents themselves if mainstreaming is to succeed.

An important aspect of administrator staff development is collecting data focusing on staff development needs, especially at the college and university level. These needs must be assessed if mainstreaming is to become a viable concept in the area of educating handicapped students. By collecting information on staff needs, one can anticipate that better decisions can be made insofar as training objectives and assignments are concerned. It is envisioned that in the future, some systematic approach to upgrading the skills of teacher trainers will be developed and carried out to a large extent at central locations. Special education as well as regular education teacher trainers need opportunities for advanced training in mutual areas of concern. This is especially true for the programs that have limited personnel and resources yet are very much involved in teacher education.

One of the key components of any administrator training effort in mainstreaming is the one that deals with the development of a functional support system, especially at the administrative level. One cannot have a viable system without a structured support system designed to take into account processes that include the working relationships necessary between administrators, regular teachers, and special services. Additionally, it is felt that current school ancillary services are necessary; social, psychological, community health, etc., so that all have a vested interest in providing improved delivery of services for the handicapped students in our special classes as well as for those with special needs in our regular classes.

Administrators need to understand that a prerequisite to effective mainstreaming is the decision-making process involved in adopting a mainstreaming strategy. Unless it is introduced by legislative mandate, mainstreaming involves various power struggles that must be resolved so that collaboration can take place. Efforts to understand the attitudes of different interest groups must be expanded so that a degree of philosophical tolerance will be developed for each other's problems and concerns.

Achieving Collaborative or Parity Relationships

Training for mutual responsibility programming concerns every level of education. There is more involved than just giving the regular class teacher some additional skills so he will be able to teach more handicapped children. Training for administrators must be viewed within the context of its potential for precipitating a parity relationship with respect to programming between the institutions of higher education, the state departments of education, and the local education agency. Each, working in concert with the other, must collaborate to delineate the responsibilities for the kind of training needed at both the preservice and inservice levels. More educators are recognizing today the necessity for the acquisition of a common core of skills for all teachers, regardless of specialization. They are also recognizing the need for the general educator to acquire the skills that will enable him to deal with more variability in students. Questions need to be addressed at the state and local levels by administrators, including particular training activities or organizational changes that will affect the teachers and children in the local education arena with respect to handicapped children in the following areas:

1. Assessment that entails the identification, planning, and determination of cognitive styles, learning correlates, and task-level performance.

2. Curriculum and instruction that encompass teaching strategies and materials necessary to deliver a predefined course of studies.

3. Mobility and articulation that include considerations for physical movement necessary to achieve an optimal learning environment for the learner, given his strengths, weaknesses, and abilities to cope with different educational and social settings as he articulates through the grades and between schools.

4. Managements systems that are concerned with the utilization of all available and approved systems and approaches necessary to systematically modify as well as define the learner's behavior in any given period of time.

Administrators with appropriate imput can, we believe, understand that before one can successfully provide for the educational needs of children with wide ranges of individual variation, one must consider the linkages and parity relationships that must be developed so that interface between the regular and special education teachers will bring about optimal growth and maximum efficiency of learning for students exhibiting special needs.

Suggestions for Administrator Training

1. Introduction of a module or course into administrator preservice training program which will explore the administrative aspects of instructional alternatives in the area of education for the handicapped. Mainstream options should be reviewed in depth within a broad range of parameters.

2. Introduction of a module or course for administrators at the local education agency level which can be offered collaboratively by the institution of higher education and the local education agency. Mainstream approaches should be reviewed within a total service approach to the education of handicapped children.

3. Development at institutions of higher education of a short field-based orientation and information package that relates materials and facilities to programming for the handicapped, emphasizing a mainstreaming orientation. This would be utilized by administrators at different levels to include state department personnel, deans and their staff, local superintendents of schools and their staff, and principals. This is envisioned as a one-to-

three-day miniprogram, a joint effort of the local education agency and the institution of higher education.

4. State education agencies can develop an administrator information package or materials in this area related to their own particular state objectives and programs. This material can be disseminated by satellite programs in conjunction with training.

Other Training Areas and Concerns

1. Implementation of courses or training modules at the preservice level into regular education programs related to educational alternatives for the handicapped. This course or module would focus on the nature and needs of the handicapped as a group by disability and provide information relating to educational services emphasizing opportunities for mainstreaming.
2. Implementation of inservice training modules or courses of study for regular and special education teachers that emphasize mainstreaming approaches for students with respect to educators in the field.
3. Instituting training for regular teachers so that through elective and/or required courses they will know how to teach children who exhibit variability (mild handicaps). This type of training will enable teachers to teach children exhibiting learning difficulties already in their classrooms as well as provide them with a good basis for teaching handicapped children should mainstreaming become a reality within their schools. This is especially true for teaching those who are defined as mildly handicapped.
4. Development of short inservice modules in mainstreaming the handicapped for all school personnel to include the teachers, paraprofessionals, psychologists, school social workers, and other school workers.
5. Introduction of modules within courses for special education personnel in the areas of mainstreaming, emphasizing opportunities to develop collaborative efforts or shared responsibility relationships within the schools.
6. Institution of an ad hoc committee or task force related to training and mainstreaming handicapped children, comprised of administrators at every level of education within the local education agency and institution of higher education, teachers, and parents.

Summary

In attempting to establish a mainstream approach for educating children with special needs, one must consider the intricacies of "buy-in" and "trade-off." Many have attempted to identify the forces that operate in trying to achieve change. Legislation and other traditional power techniques have succeeded in the past to get a modicum of token involvement. The process of education to achieve change in many cases becomes an afterthought.

Many feel that training for administrators should continue to emphasize the importance of striving for a normalization process, utilizing a cascade service model to provide for the educational needs of handicapped students. This implies a continuum of service for all handicapped children and emphasizes mainstreaming whenever possible.

Playing to a large degree a facilitator role, those in training positions should recognize that at present there is no one best way to bring about the necessary changes needed to modify programs to include a mainstream orientation. Training personnel must operate under the idea that each educational system will have to decide on its own cogent needs and incorporate selectively those things that others have to offer into their own programs in order for any long-range changes to occur. The process involves, in part, the initial training of those administrators who are in decision-making positions. This is envisioned as one of the crucial first steps in establishing a mainstream orientation.

An Interstate Consortium of Directors of Special Education Confront the Problems of Mainstreaming

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During March, 1974, eleven state directors of special education began an initial series of meetings under the sponsorship of a technical assistance grant to discuss mutual problems related to mainstreaming of handicapped children. The eleven states included Massachusetts, Virginia, Louisiana, Wisconsin, Arizona, Nebraska, Missouri, New Mexico, Michigan, South Carolina, and Nevada. These states shared a common experience; sweeping internal changes caused by the passage of recent special education legislation, or court ordered implementation of services for handicapped children. In addition, most of these states had recently passed or were about to pass omnibus special education legislation. Several of the states were also involved in various sorts of litigation testing the rights of handicapped children. For this reason the state of Pennsylvania was an invited participant.

Analysis and extended discussions revealed that most of the emerging laws shared the following common crucial elements:

1. Provision for flexible systems for the delivery of special education instruction and treatment services.
2. Nondiscriminatory procedures for the identification and treatment of special problems.
3. Prevention of denials of equal educational opportunity for inclusion into public education programs. In effect, this provision tends to mandate special education programs for all eligible participants.
4. Standards and requirements for periodic review of case study status.
5. Maximum opportunity for participation in regular education programs, activities, and events.
6. Community participation in the process of evaluation of special education programs.

Thus, it became clear at the outset that the eleven states could develop "action plans" for the solution of such recurring problems as child exclusion by focusing upon process models for the full integration of handicapped children into normalized school settings. The meetings resulted in the identification of positions in support of the basic social policy of integration with some variance on the essential issue of full integration of handicapped children into regular education settings. In addition, there were differences of opinion within the group concerning such secondary issues as the degree of integration or "types" of handicapped children to be integrated.

Obstacles to Mainstreaming

Early in the project, we identified the main concerns of state directors with regard to the main obstacles preventing full realization of mainstreaming. The directors agreed that the following were the main obstacles:

1. Regular teacher attitudes toward the handicapped.
2. Attitudes and willingness of general administrators.
3. Lack of fiscal resources.
4. Insufficient specialist staff.

It became obvious that the above concerns required the inclusion of regular educators in order to solve the problems. The state directors pursued this problem further and identified the following obstacles and solutions related to massive preservice and inservice training of regular teachers and administrators:

Obstacle	*Solution*
1. General lack of appropriate instructional skills.	1. Develop a three-part long-term sequence of an attitude change strategy, improve skills via colleges, and develop support systems within local education agencies for follow-through.
2. Teacher pool not 100 percent ready or willing to accept handicapped.	2. Through "de-selection" encounters obtain information concerning teacher commitments and use only 50 percent of staff initially.
3.Organizational barriers (e.g., unions and contracts).	3. Generate model contracts, espouse equal pay for equal work formula, and involve teacher organizations in planning.

4. Lack of role determination in regular classrooms.	4. Define generic core of competencies needed by all teachers to cope with special needs of students, refine curriculum delivery systems toward the logistics of individual pupil access to materials, and promote team approaches to student case study.
5. Absence of multidisciplinary and interdivisional planning and action.	5. Advocate pooling of federal discretionary resources and establish interdivisional planning and action units.

The group identified systematic defects within the organizational structures of local education agencies which clearly inhibit involvement of handicapped pupils. For example, "tracking systems," "homogeneous groupings," special purpose high schools or "layer-cake" (single-grade) curriculums act to prevent meaningful integration of not only the handicapped but also certain minority groups.

A four-member professional team of "program managers" was proposed for the development of school building programs: this team would include a media specialist, a child evaluation/prescriber, a program developer, and a teacher trainer. It was proposed that such a team could replicate itself, building by building, in a planned program development sequence. The need to design and disseminate totally new support and delivery systems was considered a highest priority. Also, standards for integration needed to be developed, considering not only the needs of the handicapped, but also the tolerance levels of normal students and teachers.

Future Plans

An action plan was agreed upon by all state directors, including:

1. Meetings with Washington officials relative to the inservice needs of teachers.

2. A compilation of the new laws of the eighteen states that were participants in the last meeting to identify commonalities, differences, and areas of disparate approaches to solve the problems of integration and full access to education programs.

3. A collection of various definitions of mainstreaming with a view toward evolving common definitions and practices.

During the September, 1974 meeting of the Consortium, the group was increased to eighteen participating states, including California, Georgia, and Connecticut.

A "technical assistance" newsletter has been published since November, 1974; it contains summaries of state activities, conference reports, definitions of mainstreaming resource materials, calendars of nationwide events, research materials, current bibliographies, and important opinions regarding mainstreaming. This newsletter may be obtained from: "Technical Assistance Project," University of Connecticut, Box 0-7, Storrs, Conn. 06268. These newsletters, in combination with conference reports generated from the interstate technical assistance workshops held for state directors of special education, have facilitated interstate communication and formed the basis for considerable educational innovation and change among the participating states. For example, over half of the participating state directors report that they have replicated the survey techniques utilized in this project for the intrastate gathering of data describing teacher attitudes, availability of resources, or administrative barriers to the full integration of children into mainstream education.

This project has witnessed the evolution of a concerted interstate effort on behalf of the integration of handicapped children into regular education programs. Initial skepticism on the part of the state directors of special education has yielded to exploratory and experimental behavior on their part. Perhaps the most revealing change in the behavior of the participating state directors of special education is their emergence as regional, and in some cases, nationwide leaders in the promotion of mainstreaming policies, techniques and materials. Traditionally, state directors of special education have been afforded secondary leadership roles in the initiation of national education policy. Prior to participation in this technical assistance project most of the state directors assumed passive roles both in their home states and on the national level. As a direct result of participation in this project, most of the participating state directors have emerged as consultants and leaders in their own right. For example, the majority have been invited as consultant "technical assistants" to other state programs, most have written statements and articles pertaining to various aspects of special and regular education, and all have attested to their personal and professional growth. Thus, the main benefits of a technical assistance effort for the promotion of mainstreaming have been shown to be the following:

1. Numerous position papers, articles, opinions, materials, and procedures relating to the integration of handicapped children into regular classrooms have been generated and disseminated. These assorted yet related works have been acknowledged as useful for state adoption and use by project participants.

2. More consistent and relevant concepts and understandings of the

global term mainstreaming have been developed. Consideration for the seriously involved child as well as the mildly affected child is being incorporated into systematic definitions that account for the whole spectrum of children's needs.

3. The participating state directors of special education have emerged as a nucleus of educational leadership to promote and implement the mainstreaming process.

4. The project has, in effect, provided the training, imparted the skills, and pointed the way toward the technical assistance necessary for the creation of a new cadre of "technical assistants." Therefore, it can be concluded that the replication quotient for this project is very high.

SECTION IV

REGIONAL, STATE, AND LOCAL PROGRAMS

Exemplary programs included in this section range from state plans to a single elementary school model. Represented are city, multicounty, and state programs. They demonstrate implementations of the theories and perspectives discussed earlier.

Grotsky and Brinegar describe the plans their states (Pennsylvania and California, respectively) have developed to meet the needs of special children. Both include a full range of services. Pennsylvania has adopted a multistrategy approach; California's plan has been entitled "The Master Plan." Both emphasize extensive planning and careful evaluation. Both authors express concern for revising teacher training programs, and Grotsky describes a "regular education consortium" composed of six institutions of higher learning in Pennsylvania that have developed three competency-based preservice models to credential regular educators who will be serving mainstreamed children in their classes.

Galloway outlines a curriculum resource teacher regional model developed jointly by Madison, Orange, and Culpeper counties in Virginia. It is unique in that it crosses county line barriers in developing a comprehensive program to meet the needs of exceptional children in a sparsely populated area.

Young and Meisgeier detail the approaches that two major cities have adopted to implement mainstreaming. Young outlines the historical factors and attitude changes that heralded and facilitated a climate conducive to mainstreaming in Philadelphia; Meisgeier views mainstreaming as a vehicle for renewing the entire educational system and outlines Houston's individualized management system. Both express concern for continuing expansion of the mainstreaming concept: Meisgeier admonishes institutions of higher education to develop training programs that reflect current needs, while Young details specific next steps for expanding mainstreaming in the Philadelphia system.

Newton and Stevenson describe the Norfolk Plan, the Norfolk public schools' response to updating their special education delivery system. With the aid of University of Miami's Training and Technical Assistance Center they have developed a six-stage mainstreaming system.

Wardlaw presents a mainstreaming model at a single elementary school. It consists of a multiage grouping, team-teaching strategy. Three teachers (two regular and one special education) work within a shared responsibility framework.

Mainstreaming, Integration, Deinstitutionalization, Nonlabeling, Normalization, Mainlining, or Declassification

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Introduction

Mainstreaming means many things to most people. It has been called mainlining, integration, delabeling, declassification, normalization, and so on. Other integration approaches may be called mainstreaming because that is the "in" [illegible]m, whereas in reality they are itinerant programs, resource room programs, integration approaches, etc.

In a recent publication by The New York Department of Education, mainstreaming was described as "a movement in education to increase the amount of time that a handicapped child has with nonhandicapped children in normal everyday environments." This quote describes a social trend rather than an educational strategy, allowing for any movement.

No doubt this trend is on everyone's mind. A search of special education literature clearly indicates that the most often mentioned issue in special education today is mainstreaming, with its related aspects of diagnosis, classification (labeling), teacher education as well as the relationship between special and general education, and finally, the responsibility of fiscal support.

The intent of this article is to review with you Pennsylvania's position on mainstreaming, and to share ideas for implementing programs to the primary objective of mainstreaming: a successful education experience for exceptional children in the regular class.

Mainstreaming is only one of many strategies operating to meet individual needs of exceptional children in Pennsylvania. Detailed guidelines related to program structures, e.g., mainstream, itinerant resource room, self-contained classes, are printed in *Standards for the Operation of Special Education Programs*. The placement of the child in the program is the responsibility of the special education director of the local education agency, who must match the program with the child's individual needs.

The program must be the "least restrictive alternative" for the child and be agreed upon through due process notice to parents. Due process will be further explained in another section of this article.

The Pennsylvania Department of Education's position is neutral. The department is committed to a multistrategy approach to education for the exceptional child, giving priority to placing the child in or as close to the mainstream as possible without giving up program quality. There is more than one delivery system available; with proper planning, more than one delivery system can operate efficiently and effectively to meet the individual child's needs.

We will review Pennsylvania's position and subsequent steps suggested in assisting institutions of higher education and local education agencies to plan and implement effective mainstream programs. Care must be taken. In Ontario, premature and indiscriminate mainstreaming succeeded in eliminating all special education programs and services, as well as the Office of Special Education. Now they are rebuilding and reestablishing special education programs and services in that province.

STATE BOARD OF EDUCATION REGULATIONS

The State Board of Education in Pennsylvania has recently (June 3, 1975) revised regulations that govern special education programs and services. One addition in the regulations is mainstreaming, a development that arose when the State Board posed the following question: "What special emphasis should be given to providing for as many exceptional children in regular classrooms (mainstreaming)?" Interested and concerned groups, e.g., the Special Education State Advisory Committee, the Pennsylvania Association for Retarded Citizens, the Division of Special Education, were asked to respond and recommend regulations for mainstreaming.

PROPOSED MAINSTREAMING REGULATIONS

As a result of written responses and through information collected at public hearings, Pennsylvania for the first time in its long history of providing programs and services for exceptional children formally defines mainstreaming as "an educational process of maintaining or returning exceptional persons who can best profit from such placement to the regular education classroom with any needed supportive services provided by either regular or special education, or both." Consider in this definition the following: (1) maintaining exceptional children *in*; (2) returning exceptional children *to*; (3) responsibility/fiscal; (4) supportive services; and (5) due process. The regulations further describe mainstreaming in the following manner:

a. Intermediate units and school districts shall mainstream those exceptional persons who can profit by an appropriate program of education and/or training in a regular classroom.

b. When mainstreaming is recommended, specific supportive services, including staff orientation, necessary for appropriate education and/or training of persons placed in the mainstream shall be provided in accordance with the nature of the placement.

Thus, within the definition and regulations, two components of mainstreaming are described: preventative (maintaining an exceptional child on the rolls of general education) and follow-up mainstreaming (returning an exceptional child to the general education rolls). It is important to point out that in both facets of mainstreaming general education has primary responsibility for the child (on rolls) and that general and special education together must provide any necessary supportive services to make the program appropriate and successful.

Many states define mainstreaming as any form of integration for an exceptional child; this may mean a severely mentally retarded child having lunch in a cafeteria with other normal children. In order to facilitate a clear understanding of all programs and to differentiate a mainstream program from a special education integration (itinerant) program, the following is the definition (in the regulations) of itinerant programs: "Integration means the exceptional child is on the rolls of special education and attends general education classes or activities to the degree feasible."

One caution: mainstreaming is not for all exceptional children; it is geared primarily for moderately or mildly involved children. For a mainstream program to be effective it must be planned to meet the individual needs of each child. This is no different than self-contained or resource room programs.

PROGRAM RESPONSIBILITY

For mainstreaming to be considered a viable alternative program for exceptional children, both general and special education must be committed to this concept. Special and general education administration must provide strong leadership to support mainstreaming. Along with this, a commitment and a collaboration of all human and nonhuman resources is necessary to specifically ensure high-quality programs for exceptional children in the mainstream. Policies and guidelines must be established to prevent conflicts between the groups involved—the pupil, the regular and special education teacher, the parent, the school administrator, the support staff, and the boards.

One of the most often cited problems associated with mainstreaming is the delineation of responsibility for the child. Pennsylvania has taken the position that a child is placed in the mainstream (regular education) because it is felt he can succeed there. The program responsibility becomes identical for all children in any one particular class; in other words, responsibility falls under normal controls. General education provides for educational programming within the regular class, with special education providing those ancillary and supportive services necessary to meet the primary objective of mainstreaming: a successful educational experience for exceptional children in the regular class. Mainstreaming the exceptional child appears doomed to immediate and absolute failure if appropriate support is not provided to the child and the regular classroom teacher. This support should be provided by either general education or special education, or both if deemed necessary.

When a child is removed from the regular classroom teacher's jurisdiction to a special education program, the regular classroom teacher frequently feels that "the child is no longer my responsibility." My feeling is that when the regular teacher maintains responsibility this has a positive effect on programming for children with learning problems; therefore, the department has taken the position that the mainstreamed child is a regular education child.

FINANCING MAINSTREAM PROGRAMS

Mainstreaming is not a cheap and easy panacea for the difficult job of educating handicapped children. The closer the child gets to the mainstream process the more money must be provided by the state, with less money being provided by the school district. However, we feel that weaning the child from the special education rolls (mainstreaming) eventually will be less costly to the state. In light of the normalization process, costs must not be the deciding factor in program placement—individual needs related to success in the educational environment should be the priority factor for placement.

COST COMPARISON OF PROGRAMMING

The following is a general breakdown of program costs. It is highly generalized to show comparison; costs will vary slightly from school district to school district.

Self-contained classroom: Estimated cost of program = $15,000.
15 students attending 100% of the time. State charges back full-time tuition cost of $800 per pupil. $800 × 15 = $12,000 recovered by state.
Cost to state = $3,000.

Resource room: Estimated cost of program = $15,000.
32 pupils served by resource room. 4 children (¼ child) served to equal estimated full-time Average Daily Membership.
8 students × $800 charge back = $6400 recovered by state.
Cost to state = $8600.

Itinerant program: Estimated cost of program = $15,000.
60 students served by teacher.
15 students needed to equal equivalent full-time ADM.
4 × $800 charge back = $3200 recovered by state.

Cost to state = $11,800.
Mainstream programs cost the state actual allowable costs for support and ancillary staff and services provided to children in the regular class.

Why Mainstream?

Most states have little choice; they are mandated to mainstream. As pointed out by Whelan and Sontag in a recent publication on mainstreaming (Mann 1973), the three L's—Legislation, Litigation and Leverage—have made the choice for us. Historically, the courts have supported the segregation of handicapped children, insisting that the handicapped child could be better educated in an institution than in a public school. In recent years, however, the courts have reacted quite differently; they now emphasize the school district's responsibility to provide appropriate programs for the handicapped within the public schools. In *Pennsylvania Association for Retarded Children* vs. *Commonwealth of Pennsylvania* (1972) the court ordered the state to provide access to a free public school program of education and training for all mentally retarded children. This consent decree signals a new era in providing programs and services for all handicapped children nationally. Right to education and formal due process procedures will now be extended to all exceptional children (gifted inclusion to begin July, 1976) in the commonwealth of Pennsylvania.

In addition to a right to education, most legislation has in its body a component entitled priority placement. Pennsylvania Consent Decree 1972, Section 1 paragraph 7 states:

> It is the Commonwealth's obligation to place each mentally retarded child in a free, public program of education and training appropriate to the child's capacity, within the context of the general education policy that, among the alternative programs of education and training required by statute to be available, *placement in a regular class is preferable to placement in a public school class*. [Editor's italics].

The State Board of Education regulations address the priority order of placement for all exceptional children in the following order of priority:

1. A regular class in a regular school with supporting services.
2. A district special education program in a regular school, including homebound instruction.
3. A district special education program in a special facility.
4. An intermediate unit program in a regular school.
5. An intermediate unit program in a special facility, including instruction in the home.

6. An approved private school program.
7. A state school program.
8. An approved out-of-state placement.

The State Board of Education has extended the opportunity for due process procedure to all exceptional children (the mentally retarded previously were the only handicapped children entitled to due process). Parents now have to be involved in the placement decision, or the placement decision could be made in a due process procedure. Due process will place the responsibility on the local education agency to explain the details of the placement and attest to its appropriateness for each exceptional child. Finally, each state that receives federal funds must guarantee due process for all handicaps and placement in the "least restrictive alternative." These two areas must be addressed in the State Plan under P.L. 93-380.

Planning

Listed below are pros and cons associated with mainstream programming that should be considered in the planning process for mainstreaming children.

Pros

1. Children normally attend general education programs and "mainstreaming" is "normalization."

2. The preferred placement of exceptional children in regular classes has been public policy (in Pennsylvania) since 1959 and is a part of the consent decree.

3. Early intervention and improved methods or techniques have demonstrated that exceptional children can be successful in regular classes when proper and sufficient instructional support services are available.

4. Remediation of learning disabilities or amelioration of emotional disturbances removes the necessity of continuance in full-time special education classes.

5. Highly developed competencies of resource room and itinerant teachers applying a diagnostic-prescriptive model of individualized instruction more nearly assures success in the regular classroom.

6. General education has provided new and innovative approaches for improved learning environments, such as the open classroom, nongraded classes, and individualized prescribed instruction wherein exceptional children's needs should be more readily met.

7. The concept of part-time instructional programs rather than full-time placement by categories can be furthered, thus reducing chances of stigma to children.

Cons

1. Children may be maintained in regular classes without the explicit, precise instructional support systems essential to success.
2. Insufficient and/or inappropriate backup staff may be provided
3. Regular education may be less familiar or receptive to the parental support and intimate involvement essential for mainstreaming of children.
4. Many regular teachers neither have nor care to develop the competencies needed to mainstream exceptional children.
5. The human and nonhuman resources assured and accepted by mandate in special education programs may not be forthcoming in regular programs.

In the past, mainstream activities have generally been focused on the educable mentally retarded and learning disabled. However, it is appropriate to offer mainstream programs to all exceptional children who can benefit from such programs. Major attention is being paid to developing mainstream programs for the emotionally disturbed, brain injured, trainable mentally retarded, visually impaired, physically impaired, and hearing impaired, but only after careful planning to ensure success.

Getting It Together

To provide an effective mainstream program, the special education and regular education staff must have adequate teacher preparation, appropriate and available supportive personnel, and individualized programs and materials. If this is not available, *all* the students in the school will suffer the consequences of poorly planned mainstreaming. Mainstreaming can expand a child's experience, but it should not be used indiscriminately or as a substitute for other time-tested programs that meet special needs of special children.

To assist in planning, developing, and implementing mainstream programs, the Pennsylvania Department of Education, Division of Special Education, has identified a number of objectives that must be met in order to provide programs and services for handicapped children in the mainstream. To meet these objectives, a number of special projects have been implemented. A short explanation of each follows.

A. TRAINING SPECIAL EDUCATION PERSONNEL IN MAINSTREAMING STRATEGIES

Special education personnel are expected to assume leadership roles relative to mainstreaming handicapped children. In most cases, middle management level personnel (supervisors, coordinators, head teachers) are initially involved in dealing with school district personnel regarding mainstream programs; and in most cases, they are competent in providing the necessary leadership needed in planning, developing, and implementing mainstreaming activities.

The special education teacher is called upon at the most critical stage to implement on-line activities that lead to mainstreaming handicapped children; however, most special education training programs in higher education institutions do not address necessary strategies needed to implement mainstream programs. Aside from understanding the special curriculums and approaches for the handicapped child who is mainstreamed, a very important component of mainstreaming is public relations, that is, working on a personal level with regular education personnel. We are assuming that management strategies for implementing mainstreaming programs are needed by special education personnel who must work each day with regular education personnel in mainstreaming programs; thus, a special project has been developed at the University of Pittsburgh for training special education personnel who participate in mainstreaming handicapped children. This project will develop competencies needed by special education personnel relative to mainstreaming programs and will have as a component a sample field-tested, competency-based/performance-based evaluation system. This pilot project will enable local education agencies to develop programs related to their specific needs in mainstreaming handicapped children. An end product of the project will be a booklet on mainstream activities that will be distributed statewide.

B. IMPROVING AND CHANGING TEACHING COMPETENCIES OF REGULAR CLASSROOM TEACHERS

The Division of Special Education is operating a Division of Personnel Preparation special project which has two major objectives related to mainstreaming and integration of handicapped children: (1) to change the teacher education standards and certification requirements of regular education personnel who participate in the education of handicapped pupils, and (2) to improve teaching methodologies at the college and university level for instructing regular education personnel in special education programs.

In order to accomplish a revision in standards and certification, interagency and intra-agency cooperation must be developed among those interested in improving and changing teaching credentials of regular educators. A "regular education consortium" made up of Temple University, Mansfield State College, Edinboro State College, Duquesne University, Bloomsburg State College, Pennsylvania State University, and representatives of local education agencies and consumers has been established to develop a three-model, competency-based training program that operated in the spring and summer of 1975. The six institutions under the direction of the Division of Special Education developed the models through a pairing procedure. They were paired as follows: Temple University and Mansfield State College; Bloomsburg State College and Pennsylvania State University; and Edinboro State College and Duquesne University.

Rather than develop one model for all the institutions to utilize, it was decided to pair off the institutions and allow each pair to develop a unique competency-based training program. Two hundred sixty regular education personnel were trained through this multientrance level competency-based program last summer, through the operation of twelve one-week workshops with field evaluation follow-up. The consortium struggled with a decision in training strategy: should 50 regular education personnel be trained in a four-week training program, or would it be more beneficial to train 260 regular educators through introductory-type competency-based programs? It was the intent of the program to make regular educators more thoroughly aware of the educational programs and services for handicapped children. Therefore, it was decided that a large number of personnel would receive the training through the one-week model, thus at least generating a basic interest and understanding in this area.

The four major objectives of the regular education training consortium were:

1. To understand the background and development of the mainstreaming concept for exceptional children and the implications for Pennsylvania.
2. To be able to demonstrate knowledge of the needs and capabilities of exceptional children.
3. To be able to identify, locate, and utilize resources for individualizing instructional programs for exceptional children.
4. To be able to understand and initiate principles of prescriptive teaching.

Each pair offered four six-hour training sessions with a follow-up session approximately four months after the initial training. Pennsylvania State University utilized the computer assisted instruction with the traditional instruction of the same program offered by Bloomsburg State College. The Edinboro State College-Duquesne University pair used a one-day workshop over a period of four weeks to test retention level and competency development with the follow-up evaluation system built in. Temple University–Mansfield State College offered a full four-day program, with a follow-up evaluation system the following fall.

The second objective has been met through the development of a task force that will add competencies and standards to the regular education training programs. The task force will be made up of consumer groups and educators interested in this area. The competencies and standards that are developed will be presented to the Secretary of Education and the State

Board of Education in anticipation of revising these standards in the near future. The standards under review are:

STANDARD I. The program shall provide for an understanding of the characteristics and needs of exceptional children.

STANDARD II. The program shall develop teacher competencies in individual and group classroom management procedures in facilitating effective development, in adjustment of instructional programming, and in use of ancillary services appropriate for exceptional children in the regular classroom.

C. INSERVICE TRAINING MODEL

The success of a mainstream/integration program depends on an appropriate high-powered inservice training program. An inservice planning guide utilized in the Tyrone Model Learning Disabilities System project funded out of Title VI-G is and has been utilized in mainstreaming efforts in the commonwealth.

Four major areas must be addressed in the inservicing of school personnel in order to maintain and reintegrate (mainstream) handicapped children into the normalized area.

1. Inservice programs should be planned to meet the needs of the staff, school, or district.
2. Objectives should be clearly stated.
3. Inservice activities stated should meet the needs of those specific objectives.
4. Inservice activities should always take into account the changing curriculum and methods.

Four types of inservice programs have been utilized to aid in the dissemination of appropriate information relative to mainstreaming:

1. Administrative inservice is synonymous with program planning and comprises the initial steps necessary to establish a total mainstreaming program within a school system.
2. Inservice for teachers involves preservice training in the use of screening techniques and the instructional systems approach.
3. Ongoing inservice within the schools is inservice to assist regular elementary teachers in their relationship with handicapped children and to make possible their involvement in the mainstreaming program.
4. Community awareness comprises all activities that educate the community as to the nature of mainstreaming and the objectives of the mainstreaming program operating in their schools.

The job of inservicing does not stop once the child is integrated and a commitment has been made by the school district. Ongoing inservice is essential to ensure a continual supportive system in mainstreaming handicapped children. Implementing a new program in a school district requires that all personnel have a basic understanding of special education principles and that administrators, supervisors, teachers, and other specialists understand their role in relation to the new program. Most importantly in mainstreaming, an inservice program must be provided for the regular classroom teachers, who in conjunction with special education teachers bear the major responsibility for a successful mainstreaming program.

A final component of inservice programs must be evaluation. A continuous inservice training program for all personnel goes hand in hand with a continuous evaluation within the schools. A great deal of literature is available relating to evaluating inservice training programs. They can be evaluated through direct and indirect methods, which include comparisons, interviews, opinion inventories, assessment of pupil achievement, and teacher attitude and behavior change. Some of the most effective evaluations appear to be those which use objective methods to demonstrate change either in teacher or child attitude and performance.

D. LOCAL EDUCATION PROJECTS

A long-range training model for mainstreaming is being developed by a local education agency (Intermediate Unit #15) in conjunction with the Pennsylvania Department of Education and a consulting team from Northern Illinois University. A confluence of local, state, and federal funds is making this project possible. Its major purpose is to study the effects of various normalization processes upon students, teachers, principals, and ancillary personnel in local elementary schools. The project, with a highly structured system, will evaluate student achievement, and the attitudes of teachers, students, and school personnel. In addition, the project will provide inservice education to school personnel (three graduate credits) in special education techniques, behavioral management, prescriptive teaching, and diagnostic techniques.

Mainstreaming Manual for Special Education and Regular Education Personnel

The State Board of Education regulations concerning mainstreaming will undoubtedly involve direct intervention by many regular education personnel delivering services to handicapped children in the mainstream. In order to make mainstreaming work in the commonwealth, it was felt that a manual with specific guidelines and instructions on how to mainstream children should be developed. This manual, geared toward Pennsylvania programs, was designed to answer the many questions that both special and regular educators have regarding mainstreaming. It was designed as a "how to" manual that includes: assessment, referral procedures, maintenance, follow-up, resources available, supportive services available, program responsibility and fiscal responsibility to the mainstream program. This manual was developed by the Department of Education and a consulting team; the team developed, field read, and evaluated the manual during the summer of 1975. It is available upon request from the State Department of Education.

Summary

The information contained in this presentation is intended as a brief guide for those interested in developing mainstreaming programs. The backbone of any program is planning. Before implementing a mainstream program, a great deal of time and effort must go into planning an appropriate delivery system, a high-quality inservice package, a viable field test, and a meaningful evaluation scheme. Implementing without careful planning is a surefire approach called failure.

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The California Master Plan for Special Education: Its Relation to the Mainstreaming Phenomenon

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Very striking to me is the ardent way in which the so-called mainstreaming movement seems to be sweeping across the country and affecting both special and general education. The extent of the movement has become more apparent as a result of the large number of dean's proposals submitted to the United States Office of Education (Bureau of Education for the Handicapped) by colleges and universities for consideration as a result of USOE's request for proposals for the restructuring of the training of regular educators to enable them to better meet the needs of the handicapped. Similarly, large numbers of special education departments in universities have submitted proposals for funds that would allow them to develop training programs aimed at preparing generic teachers of special education. Likewise interesting is the rapid development of state education agency planning efforts that are to result in statewide comprehensive plans for serving exceptional children. An upcoming training workshop for SEA personnel offered by the National Association of State Directors of Special Education is being designed to train state staffs in planning techniques and methods.

Influencing me, and to the extent that I could manage it, influencing the development of the California Master Plan for Special Education (CMPSE), were two primary factors. The first of these was the philosophy of some of the pioneers of the 1930s, 40s, and 50s who talked then about the need for "planting the seeds for our (special education) diminution." Ray Graham, a former state director of special education in Illinois and an early leader in the formation of the Council on Exceptional Children, was one of those persons who influenced me by his thinking along these lines; another was Edward Stullken, director of Chicago's Montefiore School. The idea of working toward our own diminution appeared a few times in print in some of the earlier special education writings, as did the suggestion that we should ask the presumably better trained special education teacher to share his deeper insights into behavior and teaching techniques with his regular class teacher peers.

The second major influence upon my professional life and thinking is one that is shared by everyone I know. Since any given behavior is manifested in varying degrees from the profound to the minimal, it appears completely logical that differing organizational approaches must be taken to the treatment of the behavior. Thus, we have such systems as the Maryland Continuum of Services and Deno's Cascade of Services.

Programmatically, the CMPSE is arranged so that a full range of comprehensive services must be made available in the schools. These include special classes and centers; designated instructional services (under which banner come all the auxiliary people who work with children); resource specialist program services; and nonpublic services (when outside contractual arrangements are necessary). Philosophically, the Master Plan concentrates attention on full and comprehensive services for all children. It also focuses with more than subtle power on the acceptance of a system which deemphasizes categorization and, although not entitled as such, stresses programming of services to be planned and developed with the least restrictive alternative in the forefront of attention.

The impact of the Master Plan must be gauged in different ways for different groups. The immediate impact upon Comprehensive Plan Agencies (CPA) or Responsible Local Agencies (RLA) has been profound. The extent of the impact upon administrators and planners who begin to design programs following the Master Plan framework is, I believe, beyond the ability of anyone who has not had that experience to really understand. The requirements of the comprehensive written plan elements and those additional regulations placed upon the Department of Education and the schools for Master Plan impact analysis and evaluation are staggering.

It is interesting, and sometimes amusing, to assess the impact upon district and county administrators of special education. An important provision of the Master Plan is the requirement that a local district, a combination of contiguous districts, or one or more districts with the county schools office, develop a comprehensive plan. The comprehensive plan must distinctly describe the proposed educational program and include the following components: explicit due process procedures; parent appeal and participatory processes; assessment of process and the results of a comprehensive needs assessment; and program standards used. Also, the plan must include inservice education provisions; a description of the evaluation system; the manner of utilization of personnel; and the process for coordination of public school and related agencies affecting the education of exceptional children.

The impact upon parent groups, teacher groups, and school administrator groups is still somewhat different. The mission set forth in the California Master Plan is to restructure special education. When undertaking that type of task among all the vested interests that reside in this state, one must consider the necessity for communicating with the special education constituency and the general education constituency as the greatest single need and problem. The larger the constituency, the greater the number of vested interests, and the tougher the process of change becomes.

An aura of distrust begins to develop at the point when people begin to take the planning seriously! Even now, when the Master Plan is an accomplished reality, many special class teachers just shake their heads when the resource specialist program element is being discussed. From time to time, groups of teachers of educable mentally retarded students have organized pressure against the Master Plan because they mistakenly perceive the Master Plan as a means to wipe out special classes for these students. Regular class teachers and principals have begun to envision "swarms of institutional types" being foisted upon them. Parents who have worked for categorical programs worry that what they have achieved through a labor of love will be destroyed in favor of some "thing" that may not work.

However, groups such as the National Association for Retarded Citizens tend to look positively at the Master Plan as an extension of the normalization movement and are most supportive of the mainstreaming components. State hospital teachers see it as a means to get full service programs for all hospital children.

There has obviously been a sizeable impact upon university teacher training programs. Two factors almost simultaneously entered into the picture. One was the *Ryan Act,* which established a separate credentialing body mandate to look at (and restructure) teacher credential patterns in special education. The second factor was the Master Plan for Special Education. It was interesting that the five classification subsystem contained in the Master Plan (i.e., the communication handicapped, the learning handicapped, the physically handicapped, the severely handicapped, and the gifted), which was established for the purposes of data collecting and research, was used as a base upon which to prepare teachers. However, these may represent compromises between the many different special education credentials that we now have and the few, perhaps one, which Mr. Ryan may have envisioned in his legislation.

The "gradualness" of implementation of the Master Plan is a factor that should serve California well as we move into the next few years. We need not panic. Rather, we can operate special education under two parallel systems, allowing a few districts and county offices to bear the brunt of the first years of mistakes and problem-solving. Within the CPA's developed by the few RLA's in service, we can begin by building the shared-mutual responsibilities between general and special education by providing service to the exceptional children who are already in regular classrooms but unserved by special education.

Again, there is some time, I think, to build a pattern for sane training programs, both preservice and inservice education. Hopefully, we will then be able to answer these questions raised by teachers of classes for the educationally handicapped.

"What happens to me?"

"When or how soon must I get the Learning Handicapped credential?"

"Will I have to take more coursework?"

"Will I have an opportunity to get it on a competency evaluation?"

A Regional Model for Mainstreaming

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Introduction

THE REGIONAL PROGRAM FOR EXCEPTIONAL CHILDREN

In July 1973 a Regional Program for Exceptional Children was initiated in Madison, Orange, and Culpeper counties in Virginia. This program was initiated with financial support from Title VI-B, Public Law 91-230, funding the local support portions of the teaching positions and other program costs. The program provided an interdisciplinary team of curriculum resource teachers to work directly with children and teachers in all schools within the three school divisions.

THE PROPOSAL

Local school officials believed that a long-term, comprehensive plan to serve all handicapped children in this sparsely populated region could best be designed and implemented by pooling professional and financial resources across county lines. In addition, new state legislation mandating quality education for all exceptional children posed a special challenge for three, sparsely populated counties that had begun to develop these services separately with differing philosophies and priorities.

The three counties proposed to join forces to design and implement a comprehensive plan to provide educational services for all handicapped children. Services would vary according to the exceptionality and the needs of the individual child but would, in general, consist of a combination of teachers in self-contained classrooms, resource teachers, and teachers working with homebound students, including the preschool child. Within this proposal the key to tri-county special education development would be a new and innovative teaching model: the curriculum resource teacher (CRT). To demonstrate that the curriculum resource teacher will qualify for reimbursement as a resource teacher under state standards he would provide direct services to children through classroom participation at least 40 percent of the time. The remainder of this master teacher's resource work would consist of strategy development, ongoing evaluation, and service to teachers through the three counties in his particular area of exceptionality. The curriculum resource teacher was not to be in *any* sense an administrator. The director was responsible for program planning, monitoring and evaluation of the total project, and the responsibility for the ongoing program would be that of the curriculum and research coordinator. The proposal called for eight ((8) curriculum resource teachers (CRTs) — one for each exceptionality — in the first project year. The curriculum resource teacher would aid in program development for those areas of exceptionality not then being served by the three counties, identify specifically those children in their population who needed such special services, and develop educational strategies through direct teaching. Program development in subsequent years would consist of adding teachers where needs were identified.

The priorities set for the curriculum resource teacher model are the core of this project. These priorities are as follows:

1. To provide services in all areas of exceptionality within a sparsely populated geographic area.

2. To take the services to the children rather than attempt to bus the children to the services.

3. To demonstrate appropriate curriculum design through teaching of children.

4. To design specific research to evaluate two facets of the project the effectiveness of the model, and the curriculum design.

5. To assist the school districts in fulfilling identified needs and priorities in their programs.

6. To provide an inservice program on the longitudinal model, which is a series of workshops relating to a given subject, with classroom application on a trial basis between workshops.

7. To keep the CRT positions reimbursable so that the local school divisions can more quickly pick up and support this model.

Project Performance 1973–1974

PROJECT OBJECTIVES

The proposal for the Regional Program for Exceptional Children included the following global performance objective:

Provided with an appropriate curriculum design based upon the needs of the pupils, the curriculum resource teachers, the classroom teachers in the different areas of exceptionality, those regular classroom teachers where there are identified as well as potential handicapped children, the curriculum and research coordinator, the director of the Title VI project, and other supportive personnel will develop and implement cognitive, affective, and psychomotor objectives for a total sequential program whereby each handicapped child will demonstrate his progress in all three domains, so as to increase and maximize the use of his individual potential as measured by the achievement scores of pretests and posttests based on the established sequence of individualized objectives for each domain.

Parallel performance objectives written for the project staff positions of director, curriculum and research coordinator, and curriculum resource teachers specified that handicapped children served by the program would achieve 70 percent of the objectives established for them in all three domains as measured by pretests and posttests. The four performance objectives of the original proposal are measured below.

Five hundred seventy-nine (579) written objectives were established in the cognitive, affective, and psychomotor domains for the students who received full service in the program. Four hundred thirty-four (434) of these objectives were achieved. This computes to a percentage of seventy-five (75 percent), which exceeds the required performance criterion. Table 1 shows the breakdown of the achievement of the established objectives by domain.

Table 1

Achievement of Established Objectives by Domain

	Cognitive	*Affective*	*Psycho-motor*	*Totals*
Established	256	142	181	579
Achieved	190	111	133	434
Percent Achieved	74	78	73	75

PUPILS SERVED

The regional program for handicapped children was designed to provide services for the following children in Madison, Culpeper, and Orange counties.

1. Identified handicapped students enrolled in existing special education classes.
2. Identified handicapped students enrolled in regular classrooms.
3. Potential handicapped students enrolled in regular classrooms who are in need of special education services.

THE DELIVERY SYSTEM

Policy Formulation

When the regional program was contracted the Madison County School Board was designated to act as the administrative and fiscal agency. This was necessary because no official regional body existed to provide services for exceptional children across county lines. Although the funding of the project is channeled through the Madison County Public School system and the project staff is contracted by this county, the Madison County School Board does not serve as the policy making body for the administration of the program. To facilitate the effectiveness of the regional program in the three participating divisions the three division superintendents serve as a guiding board, providing the program director with guidance in the establishment of operational policies and interpretation and implementation of the policies and procedures through the ongoing monitoring and review of the total program.

Referral System

To assist the regional program in working effectively with and supplementing the services of the existing programs for exceptional children within the three divisions, a contact person in each division collects referrals from the schools and assists in the coordination of program activities. Typically, a child is referred to the regional program by his classroom teacher and school principal who recognize that the child's needs prevent him from benefiting fully from the regular program. Referrals flow from the local school, through the division contact persons where some initial screening is accomplished, to the regional team. Tables 2 and 3 indicate the referrals to the regional program by county and by exceptionality during the 1973-74 school year.

Table 2

Referrals by County

County:	*Madison*	*Culpeper*	*Orange*	*Rappahannock*	*Total*
School population:	2,191	4,715	3,603	—	10,509
Number referred:	81	46	97	1	225

Table 3

Referrals by Exceptionality

	LD	*ED*	*EMR*	*TMR*	*SH*	*HI*	*Total*
Referrals:	52	60	48	21	30	14	225

Initial Contact (Preliminary Conference)

Upon receipt of an application for service the referring school is visited by the project coordinator. A conference is held with the referring teacher about the child. From this conference teacher perceptions of the child's level of functioning in the three domains are obtained, and an explanation of the services of the regional team is given.

Screening

Referrals from the three divisions, all with their respective priority ratings, are brought to the team by the project coordinator, who has the difficult task of ranking priorities among divisions and deciding which referrals are selected next into the active caseload. The decision for acceptance for service is guided by the following priorities:

- Severity of need for services
- Geographical location and proximity
- CRT availability
- As many different classroom teachers as possible
- Balance of service by division

Full-service Cases

To the uninitiated, it might appear that this model was designed to allow the matching of a specific exceptionality with a specific capability; for example, an emotionally disturbed child with a CRT endorsed to teach in the area of emotional disturbance. However, the interdisciplinary capability of the regional team responds to the actuality that exceptional children can seldom be categorized as purely mentally retarded, learning disabled, or emotionally disturbed, but frequently present characteristics of more than one exceptionality. In the words of one of our team members, "referrals don't come clean." Since most of the children referred to the team are in regular classes and will remain in these classrooms, it is essential to provide an interdisciplinary resource to the classroom teacher so that he can most effectively respond to the needs of the child.

The Educational Evaluation and Intervention Plan for full-service cases is a written statement of the child's needs as well as a statement of a cooperatively developed education program to meet those needs. It consists of three basic elements: assessment of needs, recommendations, and objectives.

Intervention by the CRT for full-service cases develops in two general patterns which may be typified as the idealized model and the complex reality. In the idealized model the CRT intervenes with the student in the classroom working hand in hand with the teacher and demonstrating to him through the work that is done with the child the means for achieving specified objectives. In this situation termination is appropriate within six weeks, and the teacher is armed with long-range objectives and the means to achieve these.

In those many cases that demonstrate the complex reality of mainstreaming handicapped children, the CRT and the referring source do not achieve the established objectives within the six-week period visualized in the idealized model. Quite often the intervention of two or more CRTs is required to provide meaningful services for the child who presents a multiplicity of needs. As severity of handicap increases, time required for intervention to be productive increases. In many cases the CRT brings to bear the resources of outside agencies, such as Community Mental Health, Social Services, and Vocational Rehabilitation.

Termination of CRT intervention is based upon achievement of the behavioral objectives stated in the Educational Evaluation and Intervention Plan and determination of the classroom teacher's demonstrated willingness and ability to proceed independently in meeting the needs of the exceptional child. In the termination procedure the CRT writes a termination report that reflects the findings of the posttesting with the individualized assessment instruments and describes the procedures used during intervention. This report, which is presented for the approval of the regional team, also contains long-range recommendations and long-range objectives that have been developed jointly with the classroom teacher. A proposed schedule of follow-up visits is an integral part of the termination report.

Tables 4 and 5 reflect the full-service cases served, by county and by exceptionality.

Table 4

Cases Served by County

County:	*Madison*	*Culpeper*	*Orange*	*Rappahannock*	*Total*
School population:	2,191	4,715	3,603	—	10,509
Cases served:	29	31	31	1	92

Table 5

Cases Served by Exceptionality

Exceptionality:	*LD*	*ED*	*EMR*	*TMR*	*SH*	*HI*	*Total*
Cases served:	16	22	18	19	11	6	92

Monitoring of Activities

Caseload performance can be best understood when viewed in relation to the monitored activities of the project team. The members of the team recognized the need for, and jointly developed, a monitoring procedire in which each CRT records the distribution of his/her time in five-minute intervals. The recording of CRT time use is based on a scheme of classification and coding of activities that includes 37 categories of activity in seven major classes.

Table 6 below displays the data concerning the distribution of team time by class of activity. These data demonstrate that the CRTs have exceeded the state standard for reimbursable status by providing direct services to children through classroom participation 43.28 percent of the time.

Table 6

Percent of Team Time by Class of Activity

Type of activity	*Percent of time spent*
Child-oriented	36.77
Teacher-oriented	6.51
Team planning	29.60
Parent-oriented	1.25
Outside professional	4.85
Research	4.41
Travel	16.61
Total	100.00

Major Accomplishments

The proposal and contract which provided for the establishment of this regional program specify that the program will evaluate (1) the effectiveness of the model; (2) the growth of pupils in the program. We feel that during this first year of operation we have demonstrated effectively a method of providing services to handicapped children in a sparsely settled rural area and that the required evaluation can best be reported under the heading of Major Accomplishments.

EFFECTIVENESS OF THE MODEL

Development of Administrative Support

When the proposal for continuation of operation of the regional program was submitted during February of this year a request was made to the State Department of Education that a regional control board be constituted to administer this and other regional programs serving handicapped children.

The establishment of the regional board accompanied by the commitment for local fundings demonstrates a commitment from *top* state administration to the provision of services for handicapped children and reflects a growing acceptance of mainstreaming as an effective method of providing services.

Entrance of Rappahannock County Into Program

During the current year one hearing impaired child from Rappahannock County was served by the regional program.

Flexibility of the Model

During this first year of operation it has been demonstrated that the delivery system can be responsive to changing criteria for service. Through this sytem services can be provided on a geographic basis, e.g., serving all schools at all times. Services can be provided in response to intensity of need, e.g., priority ranking for services.

The refined model could respond to fit any pattern of local support in that:

- Equal services could be provided
- Support could be prorated by pupils served, or
- Service could be provided on school population basis.

Variety of Needed and Requested Services

Through the number and variety of referrals for service the program has demonstrated that the need exists for the multidisciplinary service capability of the regional team and that these needs can be served through this model. In the replication of a program following this model it can be predicted that requests for service will be made for children with complex handicapping conditions, for serving teacher inservice training needs, and for coordination and implementation of school and outside resource services.

Development of Management System

During this first year of operation the effectiveness of the team has been increasing. The regional team has experienced considerable growth in the use of effective group process, thus maximizing the effect of the interdisciplinary makeup of its membership and decreasing the time required for group activities such as staffing.

The regional program has developed administrative tools, including a complete set of forms, records, and systems to administer, monitor, and record its case service activities.

Essential Requirements for an Effective Regional Program

During this first year of operation the Regional Program staff has developed a set of nine requirements we feel most essential to the effectiveness of a program of this nature.

1. Commitment from the top—superintendents and board
2. Experienced interdisciplinary team
3. Maturity as a group

4. Administrative liaison with principals, teachers, contact persons, etc.

5. Commitment to tasks and goals by all concerned

6. Clear understanding by all concerning roles, tasks, goals, expectations, etc.

7. Well-defined production needs: (a) expectations of consumers, (b) demands in contract

8. Effective outside resource liaison

9. Commitment from teachers where children are mainstreamed — commitment to and acceptance of the philosophy of mainstreaming with specialized assistance

PUPIL GROWTH

Among the most significant accomplishments of the regional project has been the enhanced achievement of the pupils who have been full-service participants in the program. This growth, which is reflected in measures in the cognitive, affective, and psychomotor domains, has occurred in students whose prior educational experience was more marked by lack of achievement, indifference to academic goals, and problem status than by notable success. The data on which this report of pupil growth is based were obtained primarily from tests administered initially as a part of the educational evaluation for planning CRT intervention, and again as a part of planning for termination and follow-up. Additional sources of data were the CRTs' reports of behavioral objectives established and achieved, and the baseline measures of psychomotor skills.

Mainstreaming in a Large Urban School District: An Administrator Comments on the Philadelphia Experience

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Recognition of Need for Organizational Change

Major organizational change does not meet with ready acceptance or easy implementation in a large, urban school district. In this respect, Philadelphia, serving about 267,000 pupils in 197 elementary and 86 secondary schools, is no exception. Our city with a reputation for many and varied important services to handicapped children, provided largely in special classes and centers, was slow to respond with change in attitude and program to the normalization trend in education of the mentally retarded. Historically our record of delivery of services to the blind, deaf, physically handicapped, and emotionally disturbed was outstanding. Why major change *now* directed toward the mentally retarded?

As an experienced administrator in the Philadelphia public school system, I have participated as junior high school principal, district superintendent, and associate superintendent for special education in some of the happenings leading to major concern and, sometimes, heated debate over the trend toward increased integration of handicapped children in regular programs with supportive services, or mainstreaming, as this plan is now defined. The following comments summarize my personal reactions to this important development in special education in one of the largest urban public school systems in the nation.

Attitudes Affecting Acceptance of Mainstreaming

In Philadelphia, attitude change on the administrative as well as the instructional level was a major factor required for initial movement toward mainstreaming in secondary schools. School administrators, products of daily experience in working through individual pupil problems, were inclined more toward support of special instruction of the handicapped by competent teachers in a protected environment. A negative attitude surfaced in comments that special class pupils were usually troublesome and generally uncooperative. These feelings were tempered by general agreement that a number of borderline pupils might have been improperly labeled as mentally retarded. Experience proved that these boys and girls very often were the difficult pupils who failed to respond to the many and varied methods classroom teachers employed to reach them. These were the pupils frequently referred by their principals for individual psychological xaminations, an initial step to their removal from regular classrooms. Very often these were maladjusted pupils, markedly deficient in academic skills. They received scores in the 50 to 80 range on intelligence tests and were labeled educable mentally retarded.

Another resistant attitude found expression in the fear that special class pupils would fail to make progress when mainstreamed. The feeling was that pupils referred to special classes in regular elementary schools were taught by qualified special education teachers who understood their learning problems and could handle their poor behavior, thereby helping difficult children to improve greatly. In a staff development session, one principal said she felt educable retarded pupils succeeded and became eligible for mainstreaming because of the quality of instruction in special classes. In some cases, they performed better than regular pupils. Moreover, when psychological reevaluations were administered and recommendations followed, these pupils returned to full-time regular education, in some cases performing better than their classmates in most academic and social situations. What would be the outcome when the same pupils were no longer taught in small groups by special educators?

A positive attitude governed approval of established plans for isolation of special pupils at the secondary level in occupational centers distributed throughout the districts. Promotion to these centers was superior to placement in secondary special classes in elementary buildings. Usually, only the third floor of these schools was designated for the older pupils whose curriculum included some limited specialization, with homemaking and shop experiences. By contract, the occupational centers offered training in food service, health occupations, laundry and dry cleaning, tailoring, power sewing, building maintenance, picture framing, and other occupations with good employment potential. Pupils benefited from academic studies that were job related.

Individual counseling and job coordinator services were available to aid them in securing work and staying employed for a sustained period. Graduation of students from occupational centers was a cap and gown event, with special awards for excellence in work habits, attendance, attitudes, and regular bank savings. Teachers, parents, and principals expressed strong feelings that this was the way to develop educable retarded pupils into productive citizens. To change these attitudes to a more critical view of special education in isolation and positive acceptance of mainstreaming some of these pupils in junior, senior, or vocational technical schools was a difficult task for many principals and teachers to undertake.

There were those negative attitudes, also, that caused resistance to increased use of regular junior high schools for the education of educable retarded pupils. Although the term mainstreaming was probably not used prior to 1970, the promotion of a few elementary educable retarded pupils to regular junior high schools took place in a few communities throughout Philadelphia. At this time, many junior high schools were troubled by serious overcrowding, temporary staff, and neighborhoods experiencing the upheaval of racial and cultural transition. Discipline problems were numerous; gang conflict and violence were not infrequent occurrences. The addition of special education classes was discouraging to junior high school principals and teachers, as they feared their problems would be compounded.

The resistance of earlier decades to inclusion of the special pupil in regular secondary schools became a rigid attitudinal barrier against the rationale for mainstreaming in the 70s. Only broad-based staff development could assure gradual change in attitudes to permit acceptance in regular education, with supportive service, of an increasing number of pupils for whom mainstreaming would be most appropriate.

Factors Supporting Mainstreaming Trend

A number of factors contributed substantially to this development, paving the way for increased open-mindedness to newer concepts and the necessary rationale for development of models for mainstreaming in the large urban school districts. Some of these factors were as follows:

First, a trend in the Philadelphia school district toward emphasis on community involvement gained strength, about 1965, when attention of the board of education focused upon quality education for all children, particularly in the inner city, where pupil achievement in reading and mathematics continued to register markedly below national performance level . The rationale that influenced policy was that the broader the base of participation of parents and community representatives in the program planning and decision making of the neighborhood school, the greater would be the potential for improvement in the quality of education provided.

A direct result of this trend toward increased community involvement was the questioning by individual parents, especially minority group parents, of the placement of some of their children in special classes. The method of identification of children for special education was also frequently challenged.

As district superintendent of District One, an area covering most of West Philadelphia and enrolling approximately 43,000 children, I learned firsthand about parent attitudes toward special class placements. Those parents who came to my office to discuss referrals of their children often were accompanied by a spokesman from a neighborhood organization or religious group. Trained to speak forcefully and make demands rather than requests, these spokesmen often stated strong opposition to separation of pupils in special classes or centers. Typical was the loud command of one community leader: "No excuses; you teach him; don't move him." The implication was that the child needed only the benefit of a good teacher in a regular classroom, not movement to a special class, in order to succeed.

Supported by the 1965 recommendation of the commission reporting to the board of education that community participation be encouraged in school policy making and that basic decisions be made increasingly at the individual school level, the realization that alternatives to special class placement must be found in order to give needed help to the educable mentally retarded child became very clear.

A second factor, closely allied, was the growing impatience on the part of black and Puerto Rican communities with the use of individual psychological examinations to identify pupils for special programs and services. The concern expressed was that psychological examinations were given not so much to help children as to establish rationale for removing them from classes where they exhibited poor adjustment and individual problems in learning. As early as 1964, the Report of the Special Committee on Nondiscrimination of the Philadelphia Board of Education had stated that, "Aware of the limitations of the present testing programs, reflecting cultural bias as they do in many cases . . . exploration of new methods of testing, particularly of underprivileged children, is recommended." (Lewis 1964, p. 124)

A civil rights commission concerned with possible disproportionate representation of Puerto Rican children in special classes, as one among many possible indications of discriminatory practices, conducted hearings in Philadelphia in 1973. Its members called for bilingual psychologists to administer individual psychological examinations to Spanish-speaking pupils. Also, they discouraged use of available individual psychological test results as the major instrument for determining mental retardation among Puerto Rican children; they felt that other criteria should be identified and used with these children to prevent improper labeling. As it happened, review of Philadelphia program placements indicated that the percentage of Puerto Rican children in special classes did not exceed the percentage of Puerto Ricans that were included in the community. There was still the instruction, however, that stress should continue to be placed upon ways of retaining most children having language handicaps in the mainstream with services and programs provided to assure their scholastic progress. The important bilingual program in the Philadelphia public schools has this goal.

A third factor seems to be gaining in impetus as the effort continues citywide to interpret the concept of mainstreaming and implications of the plan for participating pupils: the disapproval of labeling and categorization of individual boys and girls. Development of the resource room and itinerant teacher service, characteristic of mainstreaming, are examples of approaches that minimize labeling stigma. Junior high school faculties, particularly in schools located in economically deprived areas, were outspoken in their concern about the slow pace of learning and great need for individual and small group instruction for high percentages of pupils in regular education. They questioned a system that labeled individual students retarded and placed them in special classes while leaving behind many other pupils who had similar problems with language and mathematics. Without speaking directly of mainstreaming, a number of teachers and principals were suggesting the need for the development of curriculum alternatives to be provided for all children, including the academically talented, with curriculum options geared to their individualized needs. Emphasis upon the individual child and teachers competent in the use of diagnostic–prescriptive methods of teaching were among the recommendations they suggested to improve instruction for all children in Philadelphia.

A fourth factor that has given major support to implementation of mainstreaming since 1970 is the inclusion of this method for instruction of mentally retarded pupils in policy statements. In Philadelphia, a committee composed of a representative group of professionals, parents, and community leaders concerned with special education produced the 1971 Report of the Collaborative Review Committee. This report, giving recognition to a plan for education of handicapped pupils in regular programs to the extent possible, was approved as policy by the board of education. The report states:

> Unless the handicapping condition of a pupil seriously retards his progress and/or presents serious physical or mental health problems to himself or others, he should remain in a regular classroom and participate in an educational program geared to his needs.

State regulations governing the operation of special education programs in local school districts were recently revised and approved by the State Basic Education Commission in June 1975. These revised regulations include the following:

> 1. *A definition of mainstreaming:*
> Mainstreaming shall mean an educational process of maintaining or returning exceptional persons who can best profit from such placement, to the regular education classroom, with any needed supportive services being provided in accordance with the nature of the placement.
>
> 2. *A plan for implementation of mainstreaming:*
> Intermediate units and school districts shall mainstream those exceptional persons who can profit by an appropriate program of education and/or training in a regular class.
>
> Supportive services necessary for appropriate education and/or training of persons placed in the mainstream shall be provided in accordance with the nature of the placement.
>
> 3. *A plan directed toward elimination of disproportionate distribution of racial and ethnic minorities in special education programs:*
> All agencies shall insure that testing and evaluation materials and procedures used in classifying exceptional persons will be selected, administered, and interpreted so as not to be racially or culturally discriminatory.
>
> Whenever the percentage of persons from any identifiable group (racial or ethnic) assigned to special education programs is disproportionate to the distribution of that group in the school district or intermediate unit, the Department of Education shall notify the school district or intermediate unit of its prima facie denial of equal educational opportunities. To maintain the assignments the intermediate unit or school district must then show evidence that the assignments are justified and the disproportion is necessary to promote a compelling education interest of the persons affected.

A fifth factor was the added strength of direction from the court, which resulted from the consent agreement entered into by the State Departments of Education and Public Welfare. This agreement was reached at the conclusion of a civil suit filed in the United States Federal District Court by the Pennsylvania Association for Retarded Children (PARC) in 1971. The following are included among provisions of the consent agreement:

> Parents and guardians of these children are entitled to a hearing, if they disagree with the assignment or placement of their children. The hearing will be held before a third party — someone not an employe of the local school district. In preparing for the hearing, parents may consult with legal counsel and examine all school records involving their children, and may call witnesses at the hearing. A resolution of the dispute will be provided by the hearing panel officer.

> Preference will be given first to enrollment of retarded children in regular public school classes. If this is not feasible, consideration will be given to special education classes, private day or residential schools, state institutions or education at home with appropriate personnel.

Initial Steps Toward Implementation of Mainstreaming in Philadelphia

As this account is being written, I am greatly concerned with the enormity of the task ahead before special education in Philadelphia accomplishes significant movement toward increased mainstreaming. Meetings of total faculties that the division of special education is conducting currently in eighteen junior and senior high schools, in an effort to build understanding of the concept and rationale for mainstreaming, continue to reveal negative attitudes similar to those discussed in the introductory section of this paper. Nevertheless, with full recognition of the difficulty in effecting change in a large school system, the division has proceeded toward the accomplishment of this goal as follows:

First, considerable change has been observed in the attitudes of administrators toward mainstreaming based upon their involvement in professional meetings on the subject. Presentations by experts from universities and special education departments of other cities having experienced reorganization of programs to increase integration of handicapped pupils contributed to basic understandings. Although all consultants were very helpful, the secondary school principals seemed most interested in the very forceful, affirmative statements about the positive acceptance of good programs once introduced, particularly the fact that previously resistant teachers were now commenting favorably about the adjustment of educable retarded pupils in their classrooms.

Second, a very significant contribution was made by university technical assistance teams throughout the period of interpretation, discussion of rationale, building of models, and implementation. Introductory dialogue was held with directors of special education from Minneapolis, Minnesota, and Houston, Texas, through The Leadership Training Institution of the University of Minnesota. Intensive follow-up was conducted by the University of Connecticut Technical Assistance Project in the schools, most often with total faculties, union building committees, and district coordinating committees. Conferences with Division of Special Education staff often included central administrative leadership and state officials. As a participant in most of these sessions, I feel it must be emphasized that a number of the principals were favorably influenced and asked for help in planning a different organization for special education in their schools.

Third was the very necessary staff development for regular teachers and special educators undertaken largely because of grants from the University of Connecticut Technical Assistance Project and later resulting from proposals federally funded through the Training Division of the Bureau of Education for the Handicapped. Approximately three hundred teachers and administrators received training in Saturday seminars and summer institutes. Very important leadership was given to these projects by university representatives, particularly by Temple University's Department of Special Education.

Fourth was the development of models for mainstreaming by school faculties as a major segment of staff development activities. In an era of increasing decentralization, it was imperative that no one exemplary model be imposed by central administration, but rather that after study of numerous plans for implementation, and as a result of faculty study and participation, a variety of models be developed at the school level.

Fifth was the great emphasis placed upon involvement of teachers' union representatives, parent-consumers, community representatives, and students in the process of building understanding of mainstreaming and the development of models for use in participating schools. A committee from the Philadelphia Federation of Teachers worked with me as associate superintendent for special education in coordinating all planning for citywide teachers' workshops. The district superintendent was regularly in consultation with the district building committee in implementing District staff development. Each principal worked with the school building committee in the planning of all school meetings and other activities as implementations proceeded.

Parents and advocate groups were regular participants in meetings at the district level. It should be noted here that although many parents, particularly those from minority groups, strongly endorsed mainstreaming, there were those parents, who because of fear that their children might not be accepted in the new situations, preferred the protected special class or center. Explanation was given that some special classes would continue to be needed for children requiring this placement. Parent participation in staff development resulted in some change in these attitudes to one of greater trust in mainstreaming when there was assurance of strong supportive services. Student involvement was encouraged as an important component of staff development sessions planned by the division. At the school level, pupils were interviewed regularly in order that their evaluative comments might influence their own instruction as well as the development of models and contribute to the central planning for increased mainstreaming. In general, students were enthusiastic about the opportunity to be with their peers. Very striking change in motivation and attitude toward school, as well as indications of strengthened self-image, were products of student involvement in pilot projects.

Future Needs for Expansion of Mainstreaming Models

Following about four years of steady emphasis upon building a receptive climate for mainstreaming, with attention being given to the development of staff competencies and the introduction of models, there remains the demanding problem of continuing expansion with regular evaluation, adaptation, and refinement. I see the following as necessary future steps in Philadelphia's mainstreaming plans.

First, there must be more clearly defined financial support, with local and state regulations providing necessary funding for implementation of mainstreaming in additional secondary schools until adequate provision is made to meet pupil needs in all geographic sections of the city.

Second, as new buildings are constructed, there must be vigorous adherence at the local level to comply to policy provisions by accommodating handicapped students into regular programs when appropriate.

Third, there must be continued cooperation, to the fullest extent possible, of all divisions of the school district with special emphasis upon vocational education, instructional services, and pupil personnel and counseling with the Division of Special Education in the preparation of total staff and in the meshing of programs and services.

Finally, there must be continued explanation to and collaboration with parent-consumer and advocate groups, particularly racial and ethnic minorities, in order that the progress initiated may be sustained and further expansion assured.

Reference

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Mainstreaming in a Systems Context

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I shall address this article to some of the experiences I have shared over the past three or four years in an effort to introduce mainstreaming into the Houston area. Initially, I was involved as coordinator of the Center for Human Resources Development of the Houston School District. More recently, I am a member of the faculty of the College of Education.

The Houston Independent School District is the nation's sixth largest. In addition to my general administrative duties with the district, I was specifically responsible for providing leadership for a broad scale system renewal program known as the Houston Plan. The thrust of the Houston Plan was to develop an individualized management system for the schools and a whole new supportive delivery system for special education and psychological services.

During those years we involved over 2,300 teachers, administrators and others in our Teacher Development Center training, and installed all or part of the new system in 135 elementary and secondary schools. In addition to the regular class children who directly benefited from this program over 11,000 previously neglected children with learning, behavior, or physical-sensory problems were served by a host of retrained personnel functioning in a variety of new roles, as diagnostic, consulting, or resource teachers.

Let me address myself to mainstreaming as an educational philosophy and as a practical management system for public schools. Mainstreaming is not new. It was discussed in the 1950s and advocated before that. As a philosophy it has undergone change in the last decade, and in one form or another has been endorsed by many educators. However, as a management system in the public schools, the history of mainstreaming is short: with one major exception, broadscale implementation of mainstreaming programs has really occurred only during the last three or four years.

It is not easy to define something as complex as mainstreaming, but it seems important at this point to try. Mainstreaming, as I view it, is the acceptance and nurturance of each child within, or as close as possible to, the mainstream of school life. It advocates the right of all children to acceptance in school programs regardless of how they may deviate from norms in appearance, performance, or behavior. Mainstreaming implements this philosophy of acceptance by placing upon the school the responsibility or the accountability for adapting its programs to meet the unique needs of each child rather than placing upon the child the responsibility for adapting to the school's programs. Thus mainstreaming may be defined also as a management system that brings together a complex array of interacting programs and support services adequate to operate a zero reject model in the public schools. *To accomplish this it must also be a highly developed vehicle for change, evaluation, and continuous educational renewal.*

Mainstreaming, as defined here, represents the mature acceptance by society of its responsibility to prepare all its citizens to function optimally as adults. The public school system is this society's primary vehicle for educating its young, and many and varied pressures are being brought to bear upon the schools to do a better job. The issues related to mainstreaming are very much in the forefront of adversary conflicts evident in action of the schools versus community, schools versus legislature, schools versus courts in which many public schools find themselves. Social, political, judicial, and legislative activities are pressuring from outside the schools.

In the past, public school systems have reacted to problems by setting up a task force here, a pilot project there, or a classroom for some special group in the back of the building or at the end of the campus. It is now apparent that powerful forces are compelling us to undertake nothing short of systemwide change. It is also important to realize that higher education is part of the educational system: the schools are the consumer of our product, and if we do not produce what they need the monumental forces driving them will roll right over traditional college teacher training programs. They cannot wait years for us to get with it. If newly trained teachers are not adequately prepared to fill new roles, the schools will be forced to launch massive training programs themselves; and that will surely begin to move teacher training dollars off the college campuses and into public school systems.

I have had direct personal experiences with just this kind of action. When I was working in the Houston Public School System, teacher retraining was a high priority. Teachers did not have the skills required. We needed to have not tens or hundreds, but thousands of teachers trained. Dean Howsam had the vision to see a unique and creative role for the College of Education at the University of Houston. The public schools received large grants to implement change in our program, and we established the Teacher Development Centers in our school facilities by working closely with the College of Education. Joint appointments of college staff to the Teacher Development Centers, and school district staff to the college, facilitated this effort. The pace is picking up as change occurs more and more rapidly in the field of education. The colleges and universities and the public schools must interact more productively.

How does traditional education begin to move toward mainstreaming? In Texas, the first step has been a shifting of the emphasis of special services from a focus on categorizing, segregating, and labeling to a focus on individual learning needs, modes, and styles. These, of course, vary greatly in every group of children. Each child is unique. Each teacher has unique strengths and weaknesses, each class has unique needs, and each school has unique problems. In response to them, mainstreaming systems must introduce administrative policies for adaptation and change that generate new strategies, develop new roles, and produce new delivery systems.

Mainstreaming must introduce sophisticated systems of organizational development, systems analysis, and evaluation into the everyday operation of the schools. There must be intensive teacher renewal, role analysis, programmed learning, applied behavior analysis, precision teaching procedures, diagnostic teaching, task analysis procedures, etc. The attitude of the entire school must become more flexible. The adaptability of the administrative philosophy inherent in mainstreaming is very important in that it provides a point of convergence for emerging research and development within the field and the complementary skills and knowledge of related fields. Because it does provide this, I found that we were grappling with the practical aspects of nearly every major issue in education today as we developed large scale mainstreaming programs in Houston.

Before we discuss specifics of programming, let us summarize what we are saying mainstreaming is and is not. Mainstreaming is not resource rooms, it is not putting retarded children back into regular classes, it is not new diagnostic procedures, nor teacher training or retraining. It is not precision teaching or diagnostic teaching, and it is not encompassed in the consultation teacher model. It is not any one of these things, but when you put all of them together you begin to have a mainstreaming program. I believe that if you implement any of them without the rest you are headed for real problems. Mainstreaming has its roots in special education, but the focus of its activity is upon renewal of the whole educational system. It is the development of an adaptive system of individualized instruction capable of continuous renewal.

Now let us think about a child who is in a special education class and about the problems involved in putting him back into a regular class. He had difficulty adjusting to the regular class before he was put in special education classes. Now he will be in a resource room for an hour or an hour and a half each day and the rest of the time he is to be in the regular class. If no modifications are made in the regular class for the four or five hours he spends there, his mainstreaming experiences will probably be sadly disappointing.

Special education developed initially because of the inability of the main system to respond to the pressures and needs of handicapped children in the mainstream. So, as organizations and systems will do when they are unable to change and adapt, a parallel system or subsystem was set up and labeled special education. With that subsystem have come barriers, walls, and lots of problems—many of them of our making!

The public schools of Houston have had their full share of problems. An intensive year of study and planning showed a need for sweeping change in all aspects of the program. Houston Independent School District is a large district sprawled all over the city. It has 240 schools, 230,000 children, 10,000 teachers, and 17,000 total employees. Houston faced the same difficulties that most urban systems are experiencing. There was resistance to innovation, high staff turnover in the ghetto areas, high dropout rate, old school buildings, white flight and all its concomitant problems. There were constant court battles, political struggles, and economic pressures. None of my experiences as a teacher, as a consultant in the schools, as an administrator of a federal program at USOE, or as a professor in the College of Education prepared me for the intensity and scope of the management problems of a large city school district.

It had become obvious to the superintendent, to the board, and to others in the Houston area that the delivery system that had been developed for special education in previous years may have been adequate to serve two or three thousand children but that it was breaking down under the large numbers of children who needed services.

It is generally believed that only about 40 to 50 percent of the youngsters who need help are being served. The Council for Exceptional Children, USOE, and other professional organizations seem to concur with that figure. We found it a good estimate of the situation as we were able to appraise it in Houston. There were many thousands of children who needed services who were not getting them. It was obvious that the self-contained model, which was basically the model in the Houston area at that time, would not only break the district financially, it would also fall far short of satisfying the courts, the civil rights officers, the legislature, and the public at large. Houston needed a new delivery system. Whatever it turned out to be, a staff training program had to accompany it. We studied learning environments, learning styles, learning rates, and the adaptation of curriculum content to style and rate. The goal became the development of a continuous progress type of system that responded to each child as an individual.

With the goal clearly established, it was obvious that we needed to redefine roles and relationships of teachers, psychologists, and support personnel and to redeploy resources to effect basic system strategies for the implementation of change. Especially helpful to me and my staff in formulating the Houston Plan were Sarason's concepts of programmatic regularities and behavioral regularities. He suggested that educators should not devote their professional inquiries alone to such questions as what should be done in the daily elementary school math classes, but rather step back occasionally and wonder if math should be taught more or less than once a day in elementary school. He stressed that it is very difficult for people to conceptualize the universe of alternatives available to them, particularly if they deal with fundamental programmatic issues. This kind of creative consideration and generation of alternatives is an important contribution the universities can make.

There is not enough space to detail the development of the program in the Houston schools. Beyond the basic philosophy, a simple list of the major program components will provide a quick overview of the program.

First, we established a Teacher Development Center for personnel reeducation for regular class teachers, special education personnel, and administrative staff. Second, we developed extensive support services for all staff levels, but especially designed to focus on regular class teachers. The implementation of new instructional management systems, the use of special instructional materials and support systems, as well as training in the management of individual student behavior problems comprised a major segment of the training and support system. Third, we developed a team management approach to decision making and progress implementation through a modified Management By Objective approach. Fourth, each of the 135 participating local schools was provided with:

1. Regular teachers retraining at the teacher development centers
2. Consultation support from an area interdisciplinary team
3. A precision learning center
4. A diagnostic teacher, a learning facilitator (resource teacher), a consultant teacher (part-time), and an aide
5. A staffing committee (student services committee) to develop and monitor a program for each child with a behavior, learning, or physical-sensory problem
6. An educational plan for each child receiving services
7. Training for Learning Center personnel and backup consultant personnel and materials from six area resource centers
8. An array of new alternative services for children needing additional help
9. Representation in an implementation cluster

10. Representation on an area advisory committee comprised of parents and professionals

11. A budget for specific supplies and materials for program implementation

12. Access to training and materials to operationalize advanced learning systems and programs for children with problems

It is obvious that all of these programs are producing many new professional roles in the field of education. New skills are being demanded of personnel in the schools. Thus it is becoming the responsibility of the colleges and universities to develop extensive new training programs. In addition to this it seems imperative that they model the kind of individualized programs that need to be developed in the public schools.

Finally, the colleges and universities must become field oriented. They must participate actively in planning and designing basic changes as they occur rather than only in their implementation, after the fact. The impetus for growth in the field of education has come largely from outside. Educators, particularly those from higher education, need to assume a dynamic leadership role in a far broader scope than we have undertaken in the past.

Mainstreaming in
The Norfolk Public Schools System
(The Norfolk Plan)

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Introduction

The Norfolk Public School System was ordered by the federal courts to integrate its staff and pupil population. This was successfully accomplished by reassigning school faculties according to racial identity and redistricting student attendance areas. Currently, twelve K-6 school attendance areas remain unchanged because an acceptable racial ratio already exists within these communities. The remaining thirty-eight schools have been paired. Most of the instruction for handicapped students had been provided in self-contained classes throughout the city, primarily in buildings that had surplus classrooms. However, some parents of students having severe or multiple handicaps had to resort to private agencies for assistance.

With the adoption of the Standards of Quality for the 1974–76 biennium by the State Board of Education on July 20, 1973 (enacted with moderate revisions by the 1974 General Assembly), school divisions throughout the state were charged with the responsibility of supporting the broad goals established for Virginia's public school system. One of the Standards of Quality mandated that each school division must have an acceptable special education program for handicapped citizens aged two through twenty-one. Since this mandate required that additional educational services must be provided to cover a broad age range of handicapped individuals, the Norfolk School System proceeded in an orderly manner to plan its approach to comply with the new directive. Existing guidelines were studied. Professional materials were examined. Conferences were arranged for supervisors, consultants, and other interested individuals. The Department of Health, Education, and Welfare indicated that it was quite concerned about the high percentage of black children assigned to special education classes. In a self-assessment of the current status of local effort, the Norfolk School System developed several thrusts designed to yield information which could be helpful in the development of a model for the delivery of special education services.

Knowing our concern and interest, members of the Training and Technical Assistance Center, University of Miami, offered their professional assistance as new dimensions were being explored for improving the educational program for the handicapped. This offer of assistance was reviewed and accepted by key members of the divisions of Pupil Personnel Services and Curriculum and Instruction. The superintendent of the Norfolk Public Schools System gave his approval for this cooperative venture.

Arrangements were made for specific personnel to visit exemplary model programs, confer with operational directors and consultants, and observe the use of individualized instructional materials. Plans were made to provide intensive training for selected personnel, both central office and building administrators. Members of the staff from the Miami Training and Technical Assistance Center carefully counseled the school system personnel during the process of identifying its needs and objectives. The desire for improving the quality of educational services for the handicapped was readily apparent. It required a coordination of expertise whereby any effort decided upon would be philosophically realistic, pragmatic, and fiscally sound.

A proposal was developed that contained these objectives:

I. Determine goals to improve the educational program for handicapped students
  A. Mainstream the mildly handicapped into regular classroom
  B. Strengthen existing programs for greater/moderate handicapped students
  C. Identify private agencies capable of providing adequate services for severely handicapped
II. Improve the delivery of specialized services for identification, classification, and assignment of handicapped students
III. Provide inservice training
  A. Administrators (principals and central office personnel)
  B. Regular classroom teachers
  C. Resource special education personnel
IV. Utilize resources within the community
  A. Establish lines of communication with concerned parents
  B. Involve local university and college personnel

The schools chosen to participate in this project were Poplar Halls, Oakwood, Suburban Park Elementary Schools, and Jacox Junior High School. The principal of each of these schools had exhibited positive attitudes concerning the concept of mainstreaming and was directly involved in decision making. Therefore, each principal proceeded with the implementation of the project objectives within his building. Resource assistance was available from the central office of the school division.

To maintain a degree of unity and a continuity of purpose within the project, two committees were formed, the planning committee and the executive committee. Serving on the planning committee were three representatives from each school, a representative from the Department of Special Educational Services and a representative from the Department of Elementary Education. Serving on the executive committee were three members from the Department of Special Educational Services, three members from the Division of Curriculum and Instruction, chairman of the planning committee, the project advocate (from a local college), and the assistant superintendents of the divisions of pupil personnel services and curriculum and instruction.

Problems and concerns identified by the planning committee were referred to the executive committee for discussion and resolution. The Miami Training and Technical Assistance Center was readily available to assist in every way possible. During the remaining portion of this article, attention will be directed to the mainstreaming program being implemented in one particular project school, Poplar Halls Elementary School.

Poplar Halls Elementary School

Poplar Halls Elementary School's commitment to mainstreaming education became a reality in the spring of 1974 as a result of discussions and consultations with the consulting team of the Technical Assistance Center, University of Miami, and the supervisory staff of the Department of Special Educational Services of the Norfolk Public Schools System. It was felt at that time that the Poplar Halls staff and community were ready to embark on such a pilot program.

The Poplar Halls community is a middle-income, integrated neighborhood composed of military personnel, professionals, managerial, and skilled citizens. In many homes both parents are employed. Over fifty percent of the citizens in the community hold college degrees. The community is actively involved in both civic and educational programs. Its high priority on the education of its children is manifested by its commitment and involvement in implementing the school program. Poplar Halls Elementary School has a total enrollment of 430 students, houses grades K-6, and has two classes for the handicapped. There are seventeen classroom teachers, a full-time librarian, a full-time child development specialist, and itinerant resource teachers in the areas of reading, art, music, physical education, speech, and hearing. A full-time aide is assigned to assist the child development specialist. Also, a public health nurse is assigned to the school on a part-time basis. Those students enrolled in the classes for the mildly handicapped are transported from outside the Poplar Halls community so that they may have the opportunity to become associated with regular classroom situations where the majority of students perform at an average or at an above average ability level. At the first Parent–Teacher Organization meeting, a brief orientation was conducted for parents concerning the objectives of the mainstreaming program. Parents were then invited to visit the resource room and discuss this effort with the child development specialist. Parents participated in the program by serving as volunteers at the school in such capacities as reading tutors, room mothers, field trip helpers, classroom aides, etc.

The prime objective of the Poplar Halls mainstreaming program is to provide the mildly mentally handicapped child with the opportunity to participate in the regular classroom program within curricular areas where he can be successful. A careful diagnosis of his abilities and strengths is necessary. Additionally, regular classroom students with learning problems are given additional supportive services within their own classrooms, in the resource room, and in other situations where the need is evident.

In the beginning, an important aspect of the mainstreaming program at Poplar Halls was the organization for faculty involvement. While the principal serves as the coordinator of the program in the school, the child development specialist serves as the key staff member of the program. The selection of this person had to be accomplished with utmost consideration. The child development specialist's responsibilities are to assess, prescribe, and evaluate the needs of students experiencing learning and/or behavioral difficulties.

Initially, several regular classroom teachers were selected for intensive training for work in the program. This selection was based mainly on teachers' expressed desires to help children having learning problems. Resource personnel in the areas of reading, art, music, physical education, library, speech, hearing, nursing services, psychological services, visiting teacher services, school-community relations, parent involvement, and project aides were utilized to provide supportive services in the Poplar Halls mainstreaming effort. All personnel had the responsibility of maximizing and honing their expertise to attend to the needs of each and every child.

It is necessary in any mainstreaming effort to provide inservice training for the staff members. At Poplar Halls, the inservice program was scheduled on a regular basis to train all teachers and staff members. Teachers or staff members having previous experience and/or training at special workshops served as consultants and teacher leaders to provide the necessary training for inexperienced personnel in the program. The University of Miami consultants encouraged teachers to develop appropriate instructional materials.

Processing

The process of mainstreaming at Poplar Halls initially begins with the principal, who assumes the role and title of project coordinator. The process encompasses six stages. At the *initial stage* a regular classroom teacher, child development specialist, or resource person brings to the attention of the principal a child being considered for the mainstreaming process.

The *referral stage* occurs when the regular classroom teacher, special teachers, and/or resource personnel refer a child to the child development specialist.

At the *assessment stage* a child's problem is carefully reviewed by the child development specialist, who is the nucleus of the program. All referred children must initially be examined by this specialist. Upon completion of a detailed diagnosis and assessment, the child development specialist makes recommendations to the school evaluation committee for the proper placement of this child. The school evaluation committee is comprised of the principal, child development specialist, the teacher who made the referral, and resource personnel associated with the child. The role of the school evaluation committee is to continually evaluate the progress and needs of students; they meet monthly to make placement decisions and recommend program changes. Parents are invited to attend their meetings and are informed whenever a change is recommended for their child. The child is then properly channeled into an appropriate placement, and a learning prescription is prepared by the child development specialist working in conjunction with the classroom teacher.

When it is the judgment of the school evaluation committee that a child should be removed from a self-contained special education class, the committee forwards this recommendation to the special education office. The child then becomes a resource child and is placed by that office. Whenever possible, a resource child is placed in a school that has a child development specialist on staff to assist in developing a program to meet the individual needs of the child.

At the *placement stage* the regular teacher receives the necessary guidance and support in planning instruction for the student. It is at this point that the main thrust of the mainstreaming effort really occurs.

The *observation and follow-up stage* occurs following the placement of the child. The child development specialist observes the child as he works with the teacher in carrying out the learning prescription. Adjustments are made as deemed necessary so that a succession of profitable learning experiences occur. Success for the student and teacher at this point is imperative.

Periodically the evaluation committee meets again to determine student progress and the next step in the child's program. This is the *reevaluation stage,* where a new learning situation may be recommended or the original course of action may be continued. Continuous evaluation and reevaluation takes place for each referred child to give him the ultimate benefits of all possible resources located at Poplar Halls. As a consequence of this process, the special education teacher at Poplar Halls now sees herself as a school-involved person (preparing as many students as possible to leave the self-contained special education classroom) not just a school-housed person.

Evaluation

All personnel in the mainstream effort at Poplar Halls are requested to evaluate the program monthly. These evaluations serve as a basis for determining adjustments in the program. Evaluation is continuous and ideas are sought which will enable the staff to implement the objectives of the program.

At the conclusion of the first year, the staff at Poplar Halls listed the following components, which they felt were strengths of the mainstreaming program.

1. The impact of services rendered by the child development specialist became greater.
2. The quality of classroom observation and follow-up activities improved.
3. The coordination of the scheduling — both students and teachers — improved.
4. The value of the referral process became evident to the entire staff.
5. A higher quality of staff cooperation was achieved.
6. The effectiveness of the evaluation committee in individualizing placements improved.
7. There was more concise evaluation of student achievements.
8. There was improved use of the media center.

9. Better utilization of student teachers as resource personnel was evident.

10. The quality of psychological services improved.

11. There was an increased value of inservice training activities in this area.

12. The school developed better techniques for evaluating programs.

13. Increased parent involvement and commitment became evident as a result of this program.

To date, the following attitudinal and interactional changes seem to justify the continuation of the program:

1. The attitude of teachers is more constructive and positively oriented toward meeting the individual needs of students.

2. The mildly handicapped students show greater pride and motivation in their school endeavors.

3. There is a greater degree of interaction and acceptance of all students, handicapped and otherwise.

4. There is a definite change in child behavior—students respond more favorably to guidance and counseling through success oriented activities.

5. Parents of handicapped students are more readily supportive of the school program. They note that better behavior carries over into the home.

6. The regular teachers are more willing to assume responsibilities associated with diagnosing learning difficulties and planning learning programs.

7. Staff cooperation has been strengthened.

8. The involvement in this project has sparked a desire in teachers to seek better ways to work with students and to identify instructional materials that will serve a particular purpose.

Conclusion

The mainstreaming effort at Poplar Halls Elementary School is now in its second year of operation. The program will continue as it is now, an integral part of the total instructional program. Even though there are areas of weakness and improvement is needed, the program provides a setting in which each student is valued as a worthy individual capable of becoming a contributing member of society. Continuing efforts will be made by the professional personnel in the school to improve the understanding of the concept of individualizing instruction for all students. This is felt to be a natural outcome of a good mainstreaming program.

Mainstreaming that Works

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The greatest good we can do for others is not just to share our riches with them, but to reveal their riches to themselves.

I have four objectives in this article. I want to present:

1. A portion of my personal background
2. The program changes at the school level leading toward mainstreaming
3. A mainstreaming project at an elementary school
4. Where I am with mainstreaming and its relationship to higher education and special education personnel

Personal Background

Presently, I am not a principal. However, I was an elementary principal for eighteen years. In my undergraduate background I did take some typical survey courses on exceptional children.

One of my first teaching experiences was in an elementary school that did have special education classes in the building. I knew that the children were different; I knew that they were labeled handicapped, but they really did not bother me and there was no big interaction. At that particular time in my career (maybe this is a continuing thing), I was really trying to get my act together as a teacher in terms of survival training.

I became a teaching principal—this was a tremendous transition in terms of preparing for a principalship or an administrative position. Then my career took an interesting twist. I became a principal in an economically depressed area, where black students composed 99 percent of the school population. This was before the existence of categorical aid programs; before such programs existed for learning disabilities or educationally handicapped.

I next became principal of an elementary school that housed four different special education programs. They were impaired hearing, visually handicapped, educable mentally retarded, and trainable mentally retarded. These separate programs were a part of an elementary school of approximately 700 students. Suddenly this program changed. As most of you are aware, housing special education often depends upon space availability within the district. Enrollment shifts then become a major determinator in moving special programs from school to school within the district. As the result of these enrollment shifts, we were left with just one special education program—educable mentally retarded. However, we did supplement the space that was used for the other special education classes by a rezoning measure that increased our minority population. This switch in our student population (1) increased our minority population, (2) reduced the economic level of the parent population that we were serving, and (3) resulted in a much more diverse parent and student population.

It was when we were confronted with meeting the needs of the special program for the educable mentally retarded plus the diverse student population that our efforts toward mainstreaming began.

Now you might ask, "What's so important about his background?" I don't think it's particularly unique. I'm presenting it because I think there are a lot of principals in California and throughout the country that have a similar kind of background and have had similar kinds of experiences in their administrative careers.

Program Changes Leading to Mainstreaming

I am going to tell you about a mainstreaming program that worked. It worked for our staff. It worked for our parents. It worked for our district. Most of all, it worked for all of our students. Research-oriented people might say: "What were your measures? Show us your results." I'm not going to show them to you. I'm going to tell you about some of the results.

One of the first things I need to say for a very political, bureaucratic, parent-related reason is that we increased reading and math scores. That kind of gets us off the hook. You now know that we were paying attention to basic skills. I don't think increased math and reading scores were our most significant results, however. We were also paying attention to student personal and interpersonal growth. We did this by a variety of measures. We did it by opinionnaires and teacher- and student-designed assessment measurements. From a principal's point of view, the following factors were the most important indicators of the success of our program:

- Attendance was improved.
- Office referrals (from classroom and playground) were reduced.
- Bus referrals were reduced.
- Community contact became more positive.

In fact, we had a noticeable increase in parent support. How did we achieve this? Attendance and attitudes at parent–teacher conferences were entirely different. We had an increase of volunteer aides. Parents started coming into the classroom and helping the teacher with instructional tasks. We had a reduced number of phone calls or complaints from parents and from central office personnel.

Another measure of parent support became apparent when we began to get into scheduling changes, such as changing the length of the school day for students, changing the length of the school day for parents, changing our reporting procedures. We had developed stronger and more positive support from parents than we had before we began the project.

What were some of the factors that helped us achieve the results that I've quickly related to you? One of the first things that we did as a school was to examine our general education program. We began to admit that general education was not so hot. In our general education program we were regearing ourselves to meet the needs of our now increasingly divergent student population. So, step one became a recognition that we needed to examine our program.

It's interesting remembering one of the first activities we attempted in looking at ourselves. We contacted Pat O'Donnell who is now Chairman of the Department of Special Education at California State University, San Francisco. He was at San Anselmo at that time. A staff committee went over to his office and had a cup of coffee and asked him if he would provide some inservice training for our staff. We asked him if he would come to Vallejo and help us by presenting a course on the problems and issues of individualization and change. This was before we really got into the whole business of needs assessment. I don't know if Pat fully realizes the implication of his initial survey course on change and individualization for our staff. We followed that course with visits to nearby places such as Napa and Sonoma. We took a look at their existing practices. We reviewed the literature and conducted staff seminars on some of the recent innovations and attempted to apply them to our own school practices.

After the period of inservice training, visits and observations, we tried a special project, developed as a result of studying some of the programs designed by Dwight Allen. We operated a flexible scheduling team-teaching project (FSTP) at the upper grade level, including our educable mentally retarded students in this project; this was our own particular school level effort to keep up with the fad of innovation and change in the 60s.

We ended up with a superdepartmentalized program with minicourses that were unbelievable. There was a heavy emphasis on grouping by academic achievement. We had good academic results and were able to show considerable growth on our achievement test measures. However, we had minimal to reduced personal and interpersonal growth among our students. One of the most valuable results from this project was an increased awareness of the diversity of our students and the widely different skill levels indicated by using such measures as standardized diagnostic instruments. Individualization became an impossible task, so we had to stop at that point and reassess where we wanted to go.

At about that time, we were introduced to Madeline Hunter at the University Elementary School (UES) at UCLA. We have been very fortunate to have worked a number of years with Madeline and her staff. We were able to send a number of our staff to UES, and Dr. Hunter was able to come up to our school, where she provided some outstanding staff retraining programs. Emphasized was a program designed to improve teacher competencies; this retraining effort forced us to reexamine our goals for education in relation to individual differences, classroom organization, and classroom strategy. We began to focus on such areas as diagnostic-prescriptive and evaluative approaches for classroom teachers. We began to look at the needs of kids in an entirely different way, more than just improving reading and math. We became concerned with the learning environment and the degree of personal and interpersonal growth. It forced us to reevaluate some of our assumptions about education. How did we feel about differences? What were we doing to promote the uniqueness of youngsters? Were we behaving in a manner that was facilitating or promoting trust and respect? What were we doing about independence and responsibility?

Several important questions related to discipline. Is it separate from instruction? Do you teach math here and discipline over there? Were we caught in a rut of saying, "If we could only get rid of the discipline problem, then we could really improve our math program. We could complete more of our individual contacts in reading." What about humanism? What about increasing the role opportunities for our students? About this time, Dr. Keith Beery came on the scene with Project Catalyst. Project Catalyst is a program based upon Dr. Beery's Models for Mainstreaming book funded by the Bureau of Education of the Handicapped. Dr. Beery's main input to our staff was providing assistance for the staff development efforts that were already underway, but with the "mainstreaming concept" in mind. He provided important technical assistance in developing classroom and school level measures for making daily instructional decisions regarding personal and interpersonal growth. Keith not only had the idea but an implementation plan. In his own way he showed us how we might try to heat the ocean a little bit.

Our Model for Mainstreaming

Our mainstreaming project involved eighty students in the 10-12 age group and three teachers (two regular teachers and one special education teacher). We used the multi-age grouping, team-teaching organizational plan; our definition of team teaching (based upon the research of Goodlad and Anderson as practiced by Dr. Madeline Hunter at UES) is a group of two or more teachers who will be responsible for the planning, teaching, and the evaluation of all the youngsters. That doesn't mean that they had equal responsibility for all the youngsters, because we certainly grouped and regrouped according to teacher and student developed criteria.

We assessed each student's learning style, first to determine his degree of student-teacher dependency. We tried to match teacher style to learner needs. We certainly were working toward increasing teacher shared responsibility and competencies so each instructor could be more effective with a wider range of students; therefore, each teacher was teaching all academic areas and as many different skill levels as he could productively manage.

The team viewed its existence as being dependent upon producing a better instructional program. Its members were committed to sharing the richness of the resources that they offered each other. There was a constant questioning of whether their team structure was offering something better than what they had been able to offer as self-contained classroom teachers.

All the usual barriers reported by special education people were problems that we encountered in our project.

- We certainly faced the problem of attitudes of both special and regular education personnel. I felt that it was the number one problem.
- Parent support was a big issue. We were pleased with our improvements.
- Student attitudes mattered very much to us. They helped us value the importance of diversity.
- The level of administrative support one receives can make or break a program.
- Buses can be a major factor. Transportation can control your whole program. You can have all sorts of fine plans, and then they all depend upon the bus schedule.
- Teacher organizations had to be involved. We have teacher organizations in Vallejo, and they have similar kinds of feelings as their colleagues throughout California and across the country. They are a factor to be dealt with, to interact with positively.
- Personnel at other schools was a concern. We were taking a risk in developing the program. Naturally, there was some anxiety regarding our program elicited from personnel at other schools.

- Curriculum revision is a monumental task. Mainstreaming can really open that bag. Some people spend a lifetime working in one particular area of curriculum, but we are talking about revising curriculum for the whole school. I think we made significant progress, but I don't want to infer that we completed the task. We developed some processes for improving our curriculum.
- We had some dropouts. We didn't succeed with all students. There were some parents and some children that did not succeed in our mainstreaming model. We've learned something from it. We now know more ways to help youngsters succeed in a mainstreaming model.

We achieved an entirely new level in understanding ways of evaluating information that's important to us at the school site. We now have instruments for collecting data. In terms of on the firing line, in the trenches, working with kids in the daily situation, we now have better information than we ever had before.

Present Views Regarding Mainstreaming

How do I feel about mainstreaming? I have increased respect for the concept. I believe I have an increased commitment to attempting to achieve a successful mainstreaming model.

However, I now have an increased awareness of the dangers of moving too fast and getting into mainstreaming for the wrong reasons. In our particular model, special education proved to be a resource for improvement. In our particular model we began to value differences as strengths. This is a different point of view from what I hear from some special education people. It is important that special education personnel know that general education is developing a number of programs in the area of mainstreaming. The California Early Childhood Education Program is a tremendous example of trying to promote a diagnostic or prescriptive approach. I think the major implications of the Reform of Intermediate Secondary Education (RISE) are related to the concept of mainstreaming.

A word to the college people. From a school level perspective, we view colleges as producing better teachers than we've ever had before (teachers for both general and special education). We are delighted with the new young teachers your teacher-training programs are graduating. We are finding more competent, better trained teachers in our district than we've ever had before. That's an exciting situation. So, I think you might want to give yourselves a pat on the back. Your efforts are working for us in a joint way for professional improvement.

In our model, we viewed the principal as the key. So, aside from what college teacher-training programs are producing, one of the real issues that is facing us, in my opinion, is a retraining of administrators. I think some of the things that Bill May, assistant superintendent of public instruction for general education, is involved with in Sacramento, such as the Right-to-Read Program, have to do with school level planning; and that certainly should involve principals and their staffs. Principals will be required to develop staff organization plans in a manner that was not expected previously. The RISE is going to be getting into this area. We are just now beginning to talk about retraining experienced staff. We are now beginning to seriously talk about developing at the district level a whole new dimension of program development.

"The greatest good we can do for others is not just to share our riches with them, but to reveal their riches to themselves." How does this relate to the role of the special education personnel within the mainstreaming concept? From my point of view, based upon our experiences in Vallejo, successful mainstreaming programs include:

- Practices that facilitate and promote uniqueness of all people
- Practices that promote humanism
- Practices that focus on providing specific curricular objectives to meet the specific learning characteristics of the learner

These practices will, in my opinion, increase the need for and utilization of special education personnel at many different levels and in many different roles.

SECTION V

RESEARCH AND EVALUATION CONSIDERATIONS

Where mainstreaming has been implemented, evaluation has been advocated, and in some cases, mandated. This represents sound educational practice. The authors of this section, however, raise some serious questions in respect to evaluation.

Jones points out a number of problems in establishing a sound methodology for evaluating mainstreaming programs. He notes that many commonly used assessment instruments not only have inadequate psychometric properties but may not measure abilities that bear any relation to the objectives of specific programs or school learning in general. He points out frequently overlooked weaknesses in the use of self-report instruments and sociometric studies, two kinds of instruments often used to establish the social value of mainstreaming. He admonishes educators to get on with the task of developing new instruments and methodologies where needed so that accurate causal links can be established between instructional programs and measured and reported outcomes.

MacMillan emphasizes the need to determine what version of mainstreaming is being advocated in a given setting so that it will be clear which version is being evaluated. He feels that it is essential that educators and society at large not assume that when one model fails the entire principle of mainstreaming is invalidated. In fact, due to immediate implementation of some models without adequate preplanning, he predicts a good deal of initial failure. MacMillan further urges educators to establish priorities among the variety of goals that have been enumerated for mainstream programs. Only when these priorities have been established will evaluation efforts have clearly defined for them which variables are to be assessed as legitimate outcomes.

Problems in Evaluating Programs

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This paper will neither praise mainstreaming nor condemn it, but will talk about problems in its implementation and evaluation. The mainstreaming movement is here. The impetus for mainstreaming was not solely from special education; but, this movement is being actively supported by special educators, and many others.

I submit, however, that at this time special educators—particularly special education administrators and supervisors—should be held accountable for the success of these efforts. Most current notions of accountability place the burden on teachers (Jones 1973); in my view, however, such an expectation is unreasonable unless teachers have been equipped with data and validated techniques likely to make their efforts successful. Unlike some of my colleagues, I fear that we know much less about how to guide teachers in this area than we think. Regrettably, at this time we do not possess tested, effective strategies for mainstreaming children. Tests such as the ITPA and Frostig are quite popular; and somehow we give teachers the impression that, when using these instruments, they are working rigorously in the identification of children's deficits, and, moreover, that they know how to plan programs for remediation of these deficits. It is my opinion that nothing could be further from the truth.

Two points are relevant here. The first is that to date we have very little unequivocal evidence to indicate that many of the abilities measured are directly related to school learning. On the contrary, one recent survey (Ysseldyke 1974), has concluded that there is no empirical support for the contention that perceptual, psycholinguistic, motoric training or remediation is a neccessary prerequisite to the attainment of academic skills, and moreover, that numerous studies have demonstrated that skills can be taught without the additional step or process of disability remediation. In other words, some people claim that the identification of deficits may in some cases represent an unnecessary step. Those who hold this view emphasize that we should find out what the children do not know and teach them that directly; there is no need to remediate deficiencies that in many cases have not been established as causally related to learning.

The second point is that we have little support for the claim that instruction can be prescriptively differentiated on the basis of differential performance on aptitude measures. These really are very strong indictments, and I offer them only as food for thought. I shall not delve further into platitudes about the need for change, or harangue those in institutions of higher learning and positions of leadership in the public schools for the failure to develop and evaluate programs that respect the dignity of children. These concerns have been discussed in a variety of settings. Instead, I would like to address myself to some of the really difficult problems with which we will have to deal as we attempt to develop and evaluate programs for mainstreaming.

I want to begin by acknowledging the complexity of program definitions. However, most of my discussion will be devoted to some of the more technical and difficult problems in program evaluation. It is my contention that we have not really given enough attention to problems of methodology in the evaluation of programs for mainstreaming, and for this reason there are too many ill-conceived statements and platitudes about the merits or shortcomings of various special education programs. I would point out that, if we are going to avoid some of the many platitudes and generalizations that abound, such as was the case for evaluation of the efficacy of special versus regular classes, much more attention will have to be given to program evaluation than has been the case in the past.

Now to definitional problems. A committee of the Council for Exceptional Children wrote the following.

> Under suitable conditions, education within the mainstream can provide the optimum opportunity for many exceptional children. Consequently, the system for delivery of special education must enable the incorporation of special help and opportunities for them in mainstream settings. Children should spend only as much time outside regular classroom settings as is necessary to control learning variables that are critical to the achievement of specified learning goals (Birch 1974, p. 2).

With all due respect to my learned colleagues and the Council for Exceptional Children, I must ask where the information can be found to support the view that, under suitable conditions, education within the mainstream can provide the optimum opportunity for many exceptional children? With deep regret it must be said that at the present time no such information is available. It seems to me that current bases for mainstreaming are to be found in moral, civil rights, and ethical issues, not on the basis of evidence indicating that a superior education is offered in the mainstream setting. I, like many others, believe that the goals and objectives of mainstreaming are laudable and that we are doing the right thing in supporting this important social and educational movement. Yet, it is my belief that we have no information, no evidence, to support the validity of mainstream programs, just as we had no solid evidence to support the validity of self-contained special classrooms.

Guerin and Szatlocky, my colleagues at Berkeley, wrote the following in their studies of models for mainstreaming (1974): "Rather than a single, simple model there are major program differences in such areas as who is integrated, how long they're in the regular classrooms, what educational system is involved, what teaching strategies are used, and what support systems are used." In their study of mainstreaming in eight California school districts, four different methods for the integration of mentally retarded students were identified:

1. The programmed partial integration model in which students who have been assigned to special classes are programmed into regular classroom for blocks of time and by subject areas.

2. Combination classes in which special students are enrolled in small-sized regular classrooms with special materials and sometimes the presence of aides.

3. The learning resource center model in which a special teacher functions in a resource center and in which exceptional children from regular classrooms use the center for evaluation, prescriptive planning, and tutorial assistance.

4. The learning disability group model in which the student is a member of a regular classroom and is seen by a special teacher for supplementary education. Aides and special materials may be provided.

These are all programs of mainstreaming, and yet each varies in its structure, organization, and undoubtedly in the outcomes associated with it. Some models may be appropriate for some teachers, some students, some school districts; other models may be appropriate for other teachers, other students, and yet other school districts. The challenge for us, it seems to me at least, is to identify how model characteristics interact with teacher competencies and with student characteristics in leading to the kind of changes that we want to occur in students. These four models have been presented only for purposes of illustrating the point that careful description of program models must precede evaluation of mainstream programs.

I also would like to give attention to some rather difficult technical problems that will have to be dealt with if programs for mainstreaming are to be effectively evaluated. The first problem concerns assessment instruments. A widely held assumption is that we have sound instruments for assisting teachers with diagnosis and planning for children who have special learning needs. I do not believe that this is so. Taking only the simplest criteria, we must define sound instruments as those that are valid and reliable. Let us take reliability as a case in point. Nunnally, a well-known psychometrician, has stated the following (1967): "In those settings where important decisions are made with respect to test scores, a reliability of .90 is a minimum that should be tolerated and a reliability coefficient of .95 should be considered the desirable standard." Consider then some of the reported test/retest reliability coefficients for three of our more popular assessment instruments (Ysseldyke 1974).

Frostig

	Test/retest reliability coefficients
Eye-motor coordination	.29 to .39
Figure-ground	.33 to .39
Form constancy	.67 to .74
Position in space	.35 to .70
Spatial relations	.52 to .67

The Bender Gestalt test/retest reliabilities range between .39 and .66. Notice no reliability coefficient has yet reached the minimum .90. A coefficient of .95 is virtually unheard of. Now let us consider the ITPA.

ITPA

	Test/retest reliability coefficients
Auditory reception	.36 to .79
Visual reception	.21 to .79
Verbal expression	.45 to .74
Auditory sequential memory	.61 to .89
Visual sequential memory	.12 to .71

These are reliability coefficients in well-known instruments which we are using in the diagnosis of children's learning problems. I think in all fairness we have to say that what tests having relatively low reliability coefficients tell us about children's functioning is above the chance level, in most cases — but not in all cases. Since there are problems with the psychometric properties of the measures, I think that we should be careful about promising teachers that these instruments will enable us to mainstream children.

As we begin to assess the effectiveness of programs for mainstreaming, evidence on student attitudes will be necessary. We will want to know something about how well students like schools. We will want to know something about students' self-esteem, and so on. In order to obtain this kind of information, a large number of self-report measures will be used. I want to sensitize you to just two problems which are attendant to the use of self-report measures, particularly with mildly retarded children. The first is social desirability. Some work has pointed out that those who are mildly retarded and low status are prone to give socially acceptable responses to self-report instruments. In other words, they are more likely to say what you want them to say. Therefore, when these former students who have been labeled mildly retarded say that they like school, that teachers are great, that mainstreaming is the best thing that has happened since the discovery of peanut butter, evaluators must be careful in assuming that these responses can be trusted. My own studies with the mildly retarded suggested that most responses to self-report measures were highly correlated with measures of social desirability. Given this finding, the need is great for devising more effective ways to accurately assess how students feel about the mainstreamed programs in which they are placed.

Second, who asks the questions is important. In one follow-up study that a colleague and I conducted several years ago (Dyck and Jones 1970), of some several hundred students who had enrolled in special classes, we found that when special education teachers were used as interviewers attitudes towards the special education program reported by students were very positive. However, when psychiatric social workers were used as interviewers reliably fewer positive attitudes toward the special education programs were reported. The point to be emphasized is that individuals who may have been in special classes, who have low abilities, and who are low status, are sensitive to special educators and authority figures and to what they represent in the school. Consequently, if accurate information on student attitudes in the context of mainstreaming is to be obtained, sensitivity to how questions are phrased and who asks the questions is necessary.

Yet another area of importance in evaluation of programs for mainstreaming children is the extent to which mainstreamed children are accepted by their peers. Investigations in this area involve sociometric studies, and two points deserve your attention. The first concerns the sex of the respondent. We find, in most cases, that boys are more likely to be in special classes for the mildly retarded; consequently, more boys are likely to be mainstreamed. In the sociometric study, of course, all the students will be integrated and questions such as this will be asked: "Who would you like to do your arithmetic with?" One of the points that has to be made (and it has just been called to our attention very recently) is that in the early grades at least, and even into junior high school, individuals are likely to choose those of the same sex. Thus, if girls are found not to select boys, it might have nothing to do with the fact that they are mainstreamed or not mainstreamed, but rather that, developmentally, girls tend to choose girls, and boys tend to choose boys.

The second point is that the geographic location of the sociometric studies is important. There are differences in the kinds of behaviors that are acceptable in suburban and in urban settings. Consequently, in the evaluation of behaviors exhibited by mainstreamed children we must give attention not only to the student's behavior but the geographic context in which the behavior occurred as well (Bruininks et al. 1973).

Now to my final point with respect to methodology. Achievement is going to be the key criterion variable in the assessment of the mainstreamed student. Before these programs are off the ground, somebody, particularly those who put any money into them, will require some kind of evaluation. In some respects I think that is a mistake, for we ought to be given the time to explore and to experiment with models before rigorous evaluation is required; also, unfortunately, the measures used will probably be those standardized tests that are readily available to us.

I think, however, that before adopting existing measures, and we may be forced to use them, we need to begin by asking some very hard questions about why we mainstream pupils and whether or not the instruments used actually reflect what we want to accomplish. Now I do not want to be accused of letting the teachers off the hook by not holding them accountable for student achievements; however, I do want to emphasize that there should be a match between objectives, the instructional program, and the assessment. What happens, you see, is that we have certain objectives for the mainstreaming of students, that instructional strategies are developed which lead to accomplishment of the objectives; but we then evaluate with measures which are entirely foreign to what we set out to accomplish. And we do this because school districts have always used one achievement test or the other. Therefore, since our children are now in the mainstream, it is assumed that these instruments should be used. The point that I wish to emphasize is that, before we get into this evaluation activity, we ought to establish the ground rules. Our objectives should be specified, the means to achieve those objectives should be outlined, and the instruments and measures by which we gauge our success should be identified or developed. I believe that the latter activity will pose a challenge because we will learn that we really do not have the proper instruments. But I think we need to be sensitive to such problems, for we are being forced to evaluate kinds of mainstream programs with instruments that neither measure our success nor show appropriate sensitivity to the tough methodological problems that remain to be solved.

A third problem related to the regression phenomenon: if we take a group of low-status people and give them a test, the next day they are going to differ in their performance, because those who are low will move toward the mean and those who are high will move downward. A fairly typical evaluation paradigm is likely to be the following: a group of students are pretested and then placed in some ill-defined educational, administrative, and/or instructional arrangement labeled mainstreaming. A few months later another test is given, and some students improve on their previous performance. Some will want to attribute this increase in performance to the unspecified activities (mainstreaming) in which we have engaged, but I do not think that such an explanation is valid — some of this improvement must be attributed to chance and has nothing to do with classroom activities or the administrative plan.

That takes me to the next point: the analysis of what goes on in the mainstream classroom. We have engaged in little work with respect to systematic study of what goes on in the special classroom; when we have, we have found that there appear to be no differences between what goes on in the special classroom and what goes on in the regular classroom. Those few studies have been ignored and now we are moving into the mainstreaming idea. It seems to me, before we move too far, that we ought to give some attention to studies that look into the mainstream classroom with a view toward learning how teachers actually are individualizing instruction for children and what techniques they are using to accommodate mainstreamed children, so that when we meet with failure — as will no doubt be the case in some instances — it will be possible to tie the specific activities in the classroom to the failure to achieve our goals.

In these brief comments I have tried to suggest that we exercise some humility in our discussions with teachers with respect to how special educators can promote the mainstreaming of students. The instruments that can be used for diagnostic assessment and prescriptive planning are not as good as we would like. I am suggesting that special education administrators and those in the higher educational establishments, not teachers, be held accountable until validated and tried techniques for integrating children into regular classes can be made available to them. I know that the road is going to be difficult, but if we are going to have any credibility at all, it will be necessary to give greater attention to program evaluation. We had better approach this task with greater sophistication than studies on the efficacy of regular versus special classes were approached.

I want to close by quoting from Dr. Edwin Martin, Acting Deputy Commissioner, Bureau of Education for the Handicapped, dispenser of funds, and our moral guru. In discussing his thoughts on mainstreaming (1974), Martin concluded with these views, which mirror my own:

We cannot keep silent about some of the lies in our present system: the failure to provide services, the poor facilities, the failure to identify learning problems, the failure to move children out of institutions, out of special programs into regular settings. But we must also avoid those well-intentioned lies that ignore the weaknesses in a well-intentioned system, because we are afraid that exposure will hurt our cause. We should not allow our belief in the promises of mainstreaming to cause us to be silent if we see faults in its application. With the newly recognized rights of children to the education we offer, there must be an equal responsibility to see that those rights are truly fulfilled.

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Research on Mainstreaming: Promise and Reality

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The task of discussing mainstreaming is a difficult one for several reasons, not the least of which is that it is an ill-defined and elusive concept. Mainstreaming has been thrust upon us by the courts, and we have been instructed to mainstream mildly handicapped children. California's Master Plan advocates mainsteaming and provides for the evaluation of these efforts; but as the term has become a catchall used by different people to denote a range of activities, it is essential to determine just what version of "mainstreaming" is being advocated and what version is to be evaluated. For example, Dailey (1974) reported that the term connoted anything from deinstitutionalization to special class placement with partial integration.

In order to put some constraints on what will be meant by the term in the following discussion, the definition proposed by Kaufman (1975) with slight modifications will be adopted. He writes (p.7):

> Mainstreaming refers to the temporal, social, and instructional integration of eligible exceptional children with normal peers. It is based on an ongoing individually determined educational needs assessment, requiring clarification of responsibility for coordinated planning and programming by regular and special education administrative, instructional, and support personnel.

I would add to this that the child being mainstreamed should in no way be labeled, as this was one of the major complaints of the courts and special education circles against the previous delivery system (i.e., the self-contained class).

As one attempts to infer a working definition from what is being done across the nation, it seems that most special educators are defining mainstreaming only in terms of the temporal dimension discussed by Kaufman (1975). These definitions seem more concerned with where a child is taught than what and how he is taught; this in my judgment, is an unfortunate emphasis. So that my comments not be misconstrued, I would like to be as candid as possible rather than deal in subtleties. As a result, some of what I write may seem more offensive than necessary, but I believe that since we are dealing with the lives of thousands of children in California alone, frankness is warranted.

First, since mainstreaming has been thrust upon us it seems to me that our responses have been motivated too much by the desire to avoid further court actions and too little by a desire to provide the best educational alternatives for children with problems in learning and behavior. Second, the interests of regular class teachers, district administrators, and special education teachers are being discussed at length, but little is being said that represents the interests of children — mainstreamed, regular class, and remaining EMRs.

Goals

To date, little discussion has focused on specifically what we are trying to accomplish when we mainstream children. Further, it strikes me as desirable to assign priorities to our goals. For example, do we anticipate improved academic achievement on the part of the children mainstreamed; and if so, how does academic achievement rank in terms of importance among alternative goals such as self-concept, peer acceptance, and attitudes toward school? The rationale for the importance of this activity is that it is virtually impossible to evaluate various attempts at mainstreaming unless one knows what variables are to be assessed as legitimate outcomes. Hence, consideration of outcomes or goals must be undertaken prior to evaluation, in that the goals will guide the evaluator in the selection of dependent measures.

Distinction Between Principle and Practice

Another aspect of mainstreaming that warrants consideration has been discussed in some detail elsewhere (MacMillan, Jones, and Meyers 1975). This pertains to the distinction between mainstreaming as a principle and the various forms of implementation that can take place in the name of mainstreaming.

In principle, mainstreaming provides a goal toward which to work: the intergration of mildly handicapped children into regular educational programs to the maximum degree permitted in light of their characteristics. Such a policy has widespread support within special education circles as well as outside them. To believe in this policy or principle is a far cry, however, from successfully implementing it. MacMillan, Jones, and Meyers (1975) expressed the fear that mainstreaming could fall under the burden of its own publicity.

In discussing mainstreaming it is essential that the principle be discussed separately from the various forms of implementation; otherwise, failures in implementation will be interpreted by many as evidence of the invalidity of the principle itself. The forms of implementation to date are numerous: resource teacher models, consulting teacher models, the use of paraprofessionals and models of various types in ungraded schools. Assuming the validity of the evaluative data collected on any such model, the failure of any one form of mainstreaming does not invalidate the principle, and it must not be interpreted as such.

Given the speed with which we have been forced to move toward mainstreaming, it will be surprising if the early attempts at mainstreaming show beneficial results. We have been forced by the courts to provide services with little or no advance time for planning and preparation. I expect a high percent of unsuccessful attempts in the early years.

Who is Advocating Mainstreaming?

The early criticism of self-contained special classes came from the ranks of higher education (Dunn 1968); later the courts entered the picture and criticized further the delivery of special education to the mildly retarded (Cohen and DeYoung 1970). In California, the legislature passed legislation that changed the guidelines for defining EMR and also provided funds for transition programs to assist thousands of EMR children who were being shifted from the status of EMR to normal. Since that time, considerable space in journals and time at conventions have been devoted to individuals advocating mainstreaming.

It is somewhat paradoxical that those who are most vocal in support of mainstreaming are those who will be the most removed from having to implement it. Judges, college professors, state department of education personnel, legislators, and some district level personnel tell us of the benefits that will be forthcoming in the name of mainstreaming. Yet who will have to pull it off? To a considerable extent, it will be the responsibility of regular class teachers. I get the distinct impression that many of them are unaware of this reality; however, their unions are not — to date their position has been one of opposition (Melcher 1971). I would be more optimistic about the prospects of mainstreaming if regular class teachers showed greater enthusiasm about the process, or at least did not appear opposed to it.

Impediments

Inasmuch as the first phase of mainstreaming activities is taking place with little preplanning, due to the suddenness with which it has been thrust upon us by the courts and the legislature, several factors loom on the horizon as impediments to successful programming. Some naiveté is apparent in the position taken by those who would argue that the impetus for success lies in the support services that will be provided the regular class teachers as they assume responsibility for the former EMR children. The following factors seem ignored in such a posture:

1. The children who will be mainstreamed are "hard to teach" youngsters. Prior to their earlier identification as EMR, the regular class teacher judged them to pose serious learning and/or behavior problems in regular classes. In fact, they posed such severe problems that teachers felt that they could not be handled in classes with thirty or so other children. Stated differently, we could not cope with these children in regular classes prior to placement as EMRs. What has changed since that time that will enable these children to be served in regular classes now?

2. The children in question tend to be members of minority ethnic groups with low SES. Is general education more relevant for these children than was special education? The evidence with which I am familiar does not indicate as much.

3. There can be little doubt that the "child problems" that led to EMR placements have not been remedied, as the arguments that led to mainstreaming are based on the ineffectiveness of special class placement. Certainly, if those programs were ineffective, they did little to remediate the problems in learning and behavior that led to the initial referrals.

4. Regular class teachers have neither the formal training nor the experience to deal with children with learning and behavior problems of the sort represented by the group of children in question. Furthermore, their attitudes are at least as significant as their skills in implementing mainstreaming.

As a result of the foregoing, there is going to have to be tremendous support provided to the regular class teacher in order to meet the needs of the mainstreamed children. How is that going to take place? Examination of the extant literature would lead one to conclude that the resource teacher will be the key to this process. These individuals have also been described as consulting teachers or diagnostic-prescriptive teachers. The Master Plan in California provides for the credentialing of resource teachers, but nowhere is the role to be played by these individuals specified. Will they deal exclusively with target children providing remedial instruction, or will they deal primarily with teachers, assisting them with materials and strategies? Until this is determined, it is impossible to specify competencies. Yet the credential is based on the competency approach.

MacMillan (1975) observed that when one analyzes our success with the children in question in *both* regular class settings and special class settings, one conclusion is warranted: we do not know how to teach this group of children in either setting with any high rate of success. Whether they are called EMR or normal, whether they are housed in a regular class or a special class, we have not succeeded in teaching them how to read, do math, etc., very well. And after the resource teachers do the "diagnostic" part of the work-up, what can they possibly recommend or use in the "prescriptive" phase? My concern is this: We have criticized the school psychologist for employing a "front ended" system — collecting lots of data about the child with little of it having much relevance to the instructional program that will be designed for the child. Will not the same problem develop with the resource teacher?

Furthermore, it must be recognized that a resource teacher model is not a program, for it has no goals, rather it is a service model. When children were placed in an EMR program, the program had educational goals for the children (e.g., social, vocational) that differed markedly from the goals of general education. When children are mainstreamed, one of two things may happen: (1) the goals of general education may be applied to all or (2) the goals of general education may be broadened to encompass more social and vocational goals. The point is that those charged with making the decision to mainstream a particular child must not change these goals without being aware that the shift reflects such a change.

Evaluation

An essential component of any mainstreaming effort is systematic evaluation to determine the effects on the children. As noted earlier (MacMillan 1975; MacMillan, Jones, and Meyers 1975), there at least two perspectives from which these activities can be evaluated. Neither by itself is sufficient to capture the total effect of mainstreaming.

ADMINISTRATIVE PERSPECTIVE

From this point of view, the kind of data collected and the use of these data differ considerably from those of the university researcher. Essentially, the prime motive is to obtain positive and avoid negative publicity. Administrators tend to be removed from the day to day teaching process; and as a result, the importance of child data tends to be minimized. I suggest that from the administrative perspective, the kinds of data pertaining to mainstreaming that are likely to be collected will emphasize the number of children in such a program and the economic efficiency of the program.

For example, the reports of transitional programs for EMR in California that have gone on between 1969–1974 include data on the reduction in minority percentages in EMR programs (Simmons and Brinegar 1973), and the number of children removed from EMR programs. The assumption here is that if a lot of children are served, fewer dollars spent, and a decreasing percentage of minorities are evident in special programs, then mainstreaming is good. My contention is that while this kind of data is interesting, it begs the question of how helpful the services are for the child. There is no insight provided by these data concerning the welfare of children, e.g., is the program good for all concerned? For the latter kinds of outcomes, there is necessarily a second perspective that needs to be considered.

CHILD-ORIENTED PERSPECTIVE

In order to determine program effectiveness, it is ultimately necessary to assess its effects on children. Child data must be collected. This is expensive, requires considerable sophistication in interpretation, and is difficult to obtain. Despite all of this, the ultimate level of validation for programs must show the causal relationship between elements of the program and changes in child behavior. To date, this has been ignored, and decisions have been made in the absence of such data.

In another paper (MacMillan 1975), levels of validation for programs were discussed. It was noted that a program can be validated against a variety of outcomes, including:

1. Is it cost efficient?
2. Does it have face validity?
3. Do regular class teachers use the services?
4. Do children enjoy the program and participate willingly?
5. Do changes in child behavior correlate with program elements?
6. Can program elements be shown to cause changes in child behavior?

The point to be emphasized is that any of these outcomes can serve as criterion variables. We must take care not to assume a program has been shown to cause changes in child behavior when in fact the outcome was validated against one of the other outcomes.

Another observation regarding mainstreaming and its evaluation seems in order. Mildly handicapped children are not mainstreamed in a vacuum. Others are directly or indirectly affected by this process. In MacMillan, Jones, and Meyers (1975, p. 11) we suggest several groups of children who must be considered in any evaluation of mainstreaming:

1. The children who are declassified as EMR and mainstreamed as a result of a shift in IQ standards for defining mental retardation.

2. The EMR children who were not declassified and remain in a self-contained special EMR class with presumably intellectually less capable classmates.

3. Regular class children into whose classes the declassified EMRs have been placed.

4. The more recent cohorts of children with IQs between 70–85 who in the past would have been classified as EMR but currently do not qualify.

The Meaning of Conflicting Results

Returning to the earlier discussion of the need to specify objectives, it is imperative that these be established, particularly when the evaluation results are conflicting. For example, if mainstreamed children are found to benefit socially but suffer academically, it will be necessary to develop a policy decision concerning the continuation of the venture. The lack of specificity as to the relative importance of various objectives forces deliberation on the meaning of the conflicting results.

Another source of confusion arises when the mainstreaming program is found to benefit the mainstreamed children across the board but is found to adversely affect the regular class children into whose classes the former EMRs are mainstreamed. In the role of child advocate, on behalf of which group of children does one advocate? These problems are certainly not insurmountable; however, a little preplanning and anticipation of the complexity of mainstreaming will facilitate the decision making that must ultimately take place.

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SECTION VI

LEGAL IMPLICATIONS

This section is designed to clarify legal mandates related to mainstreaming and to discuss their effects and limitations. As the courts continue to play a broader role in shaping educational policy, it is imperative that educators and the public at large be informed of the implications of legal involvement.

Hull presents a defense for legal interference into educational administrative practices. He notes both advantages and problems inherent in the enforcement of due process laws.

Mann and Chitwood review the role law has played in influencing educational policy making, provide an update of legal actions, and consider some implications of legal intervention.

Wolf and Schipper present a conceptual overview of past, present, and future legal and legislative developments influencing the education of the handicapped.

James describes her work with GRIT (Guidelines and Regulations Input Team), a BEH team delegated the responsibility of designing procedural safeguards for Section 613 of P.L. 93–380. Her paper outlines and clarifies testing and assessment policies set forth in that section.

Lawyers, Due Process, and Mainstreaming

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In one sense, lawyers have no business in the administration of educational programs. Lawyers inevitably interject an adversary element into the circumstances surrounding the education of handicapped children, a process already laden with tension and uneasiness. The appearance of lawyers on the scene may result in a hardening of attitudes, a reluctance to talk openly, a general defensiveness and wariness. The creative thinking and bold experimentation needed to establish effective curricula for handicapped children is likely to be inhibited by even the suggestion of legal action. Nobody wants to be dragged into court as defendant in a civil rights action. A famous judge's reflection (supposedly of the late Learned Hand) that enduring a lawsuit was comparable to suffering a serious illness (and his option for the illness) is probably the sentiment of many educators.

But in another sense, lawyers have every right, and indeed an obligation, to be intimately involved in the problems of special education. Schools have been charged with a remarkably wide range of socializing responsibilities. Added to traditional roles are new functions, such as work with students involved in the juvenile courts, counseling for personal problems, and now the education of persons with serious physical and mental disabilities. The political significance of American educational institutions—political in the sense that they are socializing a new generation — is apparent. Mainstreaming is one dimension in the ultimate integration of a hidden minority into our society, and lawyers have always tried to bring the discipline and responsibility of law to important political questions.

Legal efforts to influence educational administration have concentrated on three principal issues. First is the principle that the right to an appropriate educational program for every handicapped child be established as a legal rule and that the programs instituted receive adequate financial and administrative support.[1] Second, courts have required that the appropriate public agencies (including schools) assume the responsibility for identifying all children in need of special services, i.e., states may not assume a passive attitude and be content to await the initiatives of parents who want services for their children.[2] Third is perhaps the most controversial issue: that in matters of placement of students and content of their curricula, teachers and administrators act in accordance with "due process of law."[3] Under due process, the concern is to provide appropriate procedures and substantive standards so that decisions are made openly, with the participation of parents and other interested persons, and made in such a way that a reviewing authority may later discern and evaluate the bases of the earlier decisions.

It is this third issue which has brought lawyers and educators into the most acute conflict, because it has involved lawyers in areas which were previously the realm of school professionals. It also signifies an important change in the relation between schools and the legal system. The old doctrines established in the field of public school discipline of students—that the inherent authority of schools to maintain order justified wide latitude and discretion in administrative policies[4]—illustrates the "hands off" attitude courts have taken toward interference with educational matters. But just as discipline and expulsion of students is now subjected to close judicial scrutiny,[5] courts and legislators may be expected to take an uncharacteristically inquisitive attitude toward the inner workings of special education. And, no doubt, part of the distress manifested by school people is the result of apprehension about the intentions and capabilities of "outsider" lawyers in this new arrangement.

Moreover, in the educational community, there must be a feeling that the requirements implementing due process impose unnecessary burdens. Why, after all, do we need formal hearings, conducted in a strictly prescribed manner, with extensive rights granted to parents for the summoning of witnesses and the examination of records, and then a written decision by a local school board, all of which is subject to review by yet another authority? Is this "due process" or is it nonsense? No one objects to consulting informally with parents, but to demand of teachers that they work within a straitjacket procedure (so goes the argument) can only defeat the ultimate goal of helping children. These questions may be elementary to many workers experienced with problems of special education, but I am convinced that one reason for disenchantment with current legal procedures is a lack of understanding about the first principles underlying these rules. I would like to consider the reasons for due process standards in the context of mainstreaming, because implementation of mainstreaming will frequently be carried out (or defeated) in the settings of due process hearings.

What do lawyers want to achieve in due process hearings? Essentially, we want a decision-making forum that will give interested parties an opportunity to express their views on the placement of a child, in addition to requiring that the decision be made in a regular, systematic manner reviewable by another authority. Legislators have taken two approaches toward implementing due process. One is to enact statutes that are quite detailed in setting forth procedures.[6] The other approach is to enact statutes general in nature which broadly delineate the rights and responsibilities within special education. The drafting of specific procedures and policy guidelines is then delegated, under statutory authority, to an administrative agency.[7] It is these regulations, when promulgated, which constitute the detailed rules of operation.

In designing due process requirements, legislators and administrators must mediate between two tendencies. There is an obvious inclination to be very precise, specifying time limits within which certain procedures must be accomplished and establishing certain substantive requirements (such as presumptions in favor of placing handicapped children with nonhandicapped children and a disapproval of such segregated placement as homebound instruction). The obvious advantage to such a detailed scheme is that rights and responsibilities are set forth in black and white. We usually know what to do and we usually know when someone has failed to perform a required function. We may not like the requirements, but at least we know what they are. Parents cannot be given the runaround; correspondingly, educators have their duties clarified.

More importantly, the rights all of us deem important are given permanency and status in written rules. They are invested with a new legitimacy and dignity. With such written guarantees, the place of handicapped persons in our society no longer depends on the elusive goodwill of the able-bodied, and their human fulfillment no longer depends on someone else's beneficence. Those complex and burdensome laws and regulations, difficult as they sometimes are, have established formal legal rights, to which all are bound and about which, fundamentally, there can be little misunderstanding.

The obvious disadvantage to a detailed regulatory plan (of which policy makers must also be aware) is that rigidity in administration can develop. Primary concerns may be legalistic procedures, not the content of programs offered children. The elaborate due process procedures may distract from the basic question of education: what do we offer handicapped children? Furthermore, there may be underlying the statutes and regulations governing special education a questionable assumption of preciseness of the state of the art. After all the procedures have been exhausted, can the definite answers which we expect really be given with honesty?

Lawyers do not have the answers to these questions. We can hope that due process procedures will provide the framework within which all those concerned with education of handicapped children will be able to address these difficult issues. No one questions the necessity of a careful and thorough process of decision making. The procedures now set forth for making those decisions are essential to ensure protection for the rights of all and for ensuring that special programs are implemented only after the most complete examination of each situation. That is what due process aims to achieve.

But accomplishment of the goals implicit in such programs as mainstreaming requires the greatest flexibility and sensitivity. The attempt to bring handicapped children into participation and enjoyment of society cannot be forced by legal fiat or otherwise. Those who work to make these goals real must balance the protection of legal formality against the vision of their hope.

Notes

1. *Pennsylvania Association for Retarded Children* v. *Commonwealth of Pennsylvania*, 334 F. Supp. 1257 (E.D. Pa. 1971) and 343 F. Supp. 279 (E.D. Pa. 1972); *Mills* v. *Board of Education of the District of Columbia*, 348 F. Supp. 886 (D.D.C. 1972); *In re: G.H.*, 218 N.W. 2d 441 (N. Dak. 1974).
2. *P.A.R.C.* v. *Commonwealth of Pennsylvania*, supra.
3. P.L. 93–380 and cases cited in Note 1.
4. E.g. *Pugsley* v. *Sellmeyer*, 250 S.W. 538 (Ark. 1923); *Anthony* v. *Syracuse University*, 231 N.Y.S. 435 (1928).
5. *Tinker* v. *Des Moines Independent Community School District*, 353 U.S. 503 (1969).
6. Wisconsin Statutes, Section 115.81 *et seq.*
7. P.L. 93–380.

Law and Mainstreaming:
Letter and Spirit

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Educating the populace, which was once the exclusive domain of professional educators, has been opened to careful scrutiny by other disciplines. In the sixties, social scientists made strong statements concerning what educators had and had not accomplished in educating and socializing America's youth, and in so doing played major roles in setting educational policy. While educators were still trying to assess the far-reaching effects of such powerful critiques of educational practices as those delivered by Coleman and Moynihan, another discipline, law, began to reassert its power over educational policy making.

Defining the constitutional rights of particular groups of people (immigrants, delinquents, minority groups) has traditionally been the responsibility of the courts. This responsibility was brought to bear on education in the fifties when the educational rights of black children were defined. The courts again exercised their responsibilities for the education of the handicapped in response to public outcry that the education profession was excluding from the mainstream and discriminating against members of this group. Having initially interceded between minority populations and the educational system, the courts are now continually called upon to redefine and elaborate upon the scope of constitutional rights. It is difficult to predict the far-reaching effects of the court's continuing role in influencing educational policy for these groups.

This article reviews the role that the courts have played in affecting special education policy in the last two decades and provides an update on current court actions and decisions. We also intend to reflect upon some possible implications of legal intervention into educational practices, considering both the letter and spirit of the law. This is especially cogent as we attempt to provide programs that will facilitate the movement of minority and handicapped individuals nearer the mainstream.

Legal Actions

In 1954, in the case of *Brown* v. *Board of Education of Topeka, Kansas,*[1] the United States Supreme Court declared the public school policy "separate but equal" unconstitutional and thus initiated the demise of a dual public school system based on racial segregation. Such segregation, the Court felt, not only deprived black children of equal protection of the laws guaranteed by the Fourteenth Amendment but also retarded their educational and mental development by denying them the benefits of racially integrated schools.

Since the *Brown* decision, efforts at compliance have taken the form of integrating both students and staff throughout the public school system. Subsequent decisions such as *Green,*[2] *Alexander,*[3] *Swann,*[4] and *Keyes*[5] have provided further impetus for compliance, although some local systems have refused or simply failed to initiate adequate steps to meet the guidelines of court mandates.

In the case of *Hobson* v. *Hansen,*[6] the issue of ability grouping or "tracking" was tested. The plaintiff in this case charged that tracking in the District of Columbia was implemented along racial and socioeconomic lines rather than on the basis of ability or capacity to learn, per se. They further asserted that there was a multiplier effect to the discrimination shown to certain racial and economic groups, inasmuch as adequate remedial and compensatory education programs were not made available to students assigned to the lower track. Judge Skelley ruled that ability grouping discriminated against poor and black students in the District of Columbia by locking the vast majority of them out of the mainstream and into permanently assigned tracks based on the result of biased standardized tests.

In *Larry P.* v. *Riles*[7] in California it was ruled that black students may not be placed in educable mentally retarded classes on the bases of IQ scores when that placement leads to racial imbalance in the composition of the given classes. The complaint in this case was a common one among minority groups; that a disproportionate number of black students were placed in EMR classes throughout the state. The ruling carried with it implications for other minority populations throughout the country.

In Massachusetts the case of *Stewart* v. *Phillips*[8] brought to the court's attention a variety of racially discriminatory practices, including test bias, inadequacy of evaluators and evaluation procedures, and language difficulties, along with a disproportionate assignment of black children to special classes. As a result of this case a number of changes were made statewide with reference to testing procedures, placements for handicapped children, and the practice of labeling in general.

In the seventies, a newly recognized minority group, the handicapped, also began to go to court seeking equal rights. *Pennsylvania Association for Retarded Children* v. *Commonwealth of Pennsylvania*[9] was a signal case for this group. In it a three-judge federal district court required that the state of Pennsylvania exert great effort in meeting the needs of handicapped children. The court not only decreed that each retarded child was to receive "a free public program for education and training appropriate to the child's capacity"[10] but went on to specify that it was the duty of the state to locate all children between the ages of 6 and 12 previously excluded and evaluate them, along with all children currently placed or recommended for placement in special classes. It was further ordered that all children in special classes be reevaluated every two years and every time a change in an individual's program was considered.

In a case similar to the *Pennsylvania* one, *Mills* v. *Board of Education of the District of Columbia*,[11] the District of Columbia public school system was ordered to provide public support for the education of handicapped children previously excluded from the public schools. The school systems failed to comply with the order and stated that to do so would require special federal funding or the use of funds appropriated for other educational services. The court made it quite clear that limited financial resources are not an adequate excuse for discriminating against handicapped children and ordered the system to distribute available funds in an equitable fashion to provide an education for all children.

In a more recent case, *Colorado Association for Retarded Children* v. *Colorado*,[12] a U. S. district court made a clear judgment that passage of an act to provide public education for the handicapped without implementation on the part of the school system charged to comply with the mandates of the act is not sufficient cause for a dismissal of charges. The court specifically stated: "The mere enactment of legislation without actual implementation does not render substantial legal questions moot"[13] and refused summary judgment and dismissal of charges until such time as adequate programs were implemented.

Cases like *Mills* and *Colorado* led to an investigation of the processes by which certain children were excluded from public school placement, and generated the concept of least restrictive environment. This concept, now mandated by court action (P.L.93-380), requires that all placements of handicapped children be based on the underlying assumption that the most appropriate placement for each child is one as near the mainstream (regular classroom placement) as is feasible for him.

Due process and periodic review laws related to special placement have been designed to ensure that parents and students are kept informed and are given an opportunity to share in placement decision making. Due process laws require that parents and guardians receive written notice of proposed changes in the educational placement of their children and an opportunity to obtain a due process hearing; further, the child is ensured the right to a "surrogate" parent when a parent or guardian is not available. Reviews at regular intervals are required by law for as long as a child is maintained in a special program. Parents, guardians, or surrogates are to be sent written notices of these reviews with the opportunity to participate if they so desire. These processes are continually being reexamined and redefined.

Two groups have successively made careful studies of periodic review practices within institutions in the state of Massachusetts: the Brandeis Study of Periodic Review in Massachusetts and the Massachusetts Project conducted by the National Center for Law and the Handicapped. Both groups chose to study Massachusetts because it was one of the first states to institute a statewide periodic review system. A preliminary report in *Amicus* notes that the Massachusetts Project found that periodic review is not a cure-all for the many ills of institutionalization. The advisory panel of this project found that in order to improve the system of periodic review changes must be made in four areas: "advocacy, funding, communitization, and coordination."[14] They further noted a potential conflict of interest when the person who administered the program in a given institution was the same one chosen to administer the periodic review and recommended that a lay person trained in the legal aspects of periodic review and totally unrelated to the institution should be chosen as an advocate to represent each client in the institution.

In a 40-state survey conducted by the Project, 38 of the 40 states listed deinstitutionalization as one of the goals resulting from their periodic review system. The detrimental effects of institutionalization, a total removal from the mainstream, have been underlying factors in two recent court cases: *O'Connor* v. *Donaldson*[15] and *Bartley* v. *Kremens*.[16] In *O'Connor*, the U. S. Supreme Court ruled unanimously that a state can no longer constitutionally confine for the purpose of custodial care a nondangerous individual who can survive unconfined by himself or with the help of willing and responsible family members or friends. The plaintiff in this case was an adult who had been confined in the Florida State Hospital at Chattahoochee for fifteen years, during which time several responsible people had made efforts to have him released to their custody. These efforts had been thwarted by Dr. O'Connor, Donaldson's attending physician, and later by the hospital superintendent, who refused to release him to anyone except his aged and infirm parents.

An issue treated by the Court of Appeals[17] in this case but not by the Supreme Court was the right of people like Donaldson to treatment upon confinement to mental institutions. Donaldson was not receiving treatment. The Court of Appeals ruled that when a nondangerous person is involuntarily committed to a mental hospital, the only constitutionally valid purpose for such confinement is to provide the patient with treatment. *People* v. *Sansone*,[18] *State* v. *Carter*,[19] and *Kesselbrenner* v. *Anonymous*[20] elicited similar rulings. Many professionals hoped the Supreme Court would use this occasion to make a definitive statement concerning right to treatment upon confinement for dangerous and nondangerous persons as well as the right of nondangerous persons to refuse confinement for purposes of treatment (coercive psychiatry); instead, the Court decided Donaldson's case narrowly on the facts without dealing with these contingencies. However, Justice Stewart did cast aspersions on institutionalization in his statement "the mere presence of mental illness does not disqualify a person from preferring his home to the comforts of an institution . . . incarceration is rarely if ever a necessary condition for raising the living standards of those capable of surviving safely in freedom. . ."[21]

In the case of *Bartley* v. *Kremens*, a three-judge federal court declared unconstitutional the practice of allowing parents and guardians to have minors committed to mental facilities without the minor having benefit of private counsel and an adequate hearing (due process). The underlying assumption has always been made that parents and guardians can be depended upon to make such decisions in the best interest of their children. This assumption is now being challenged.

This judgment rendered it necessary to revise sections of Pennsylvania's Mental Health and Mental Retardation Act. Over 30 other states have laws similar to those declared unconstitutional in Pennsylvania, and several of those states have similar suits pending. Pennsylvania has appealed its case to the Supreme Court; should the Court uphold the ruling, this action would have impact on the laws and pending suits in the other states as well.

Impact of Legal Actions

What has been the impact of the above-mentioned court actions on educational policy and practice in reference to the handicapped? For one thing, it has become clear in the seventies that those who provide education and treatment in public institutions must be accountable to the courts, parents, and guardians, and to students and clients themselves. Beyond this, federal, state, and local agencies interpret mandates to the classroom teacher and hold him accountable for implementation. This hierarchy of accountability helps one understand why some teachers are threatened by the snowballing effect of legal intervention into educational practice.

Indeed, educators have begun to ask, "How far will the courts go in their efforts to intervene in a situation which they perceive as overtly discriminatory?" In the *Colorado* case, they refused to dismiss litigation against a school district until it had implemented a program to eliminate discrimination. More recently, South Boston High School was placed in receivership because the court felt adequate efforts were not being made to eliminate the tensions of racial discrimination there. What sort of actions can educators expect in the future? Will the courts be able to *mandate* the development of nondiscriminatory evaluation materials, including tests to measure the development of adaptive behavior? Will they be able to *mandate* individualized instruction ? Can such things be mandated? Were they not mandated in the Equal Protections Clause of the Constitution?

A HEW[22] study notes a persistence of three types of discriminatory practices in the seventies: (1) a higher percentage of blacks than whites in mentally retarded classes, (2) a lower percentage of blacks than whites in classes for the physically handicapped, and (3) a tendency for an increase in enrollment in special education classes as a district becomes smaller, less urban, poorer, and blacker.These data seem to indicate that court orders are not necessarily translated into practice at the district level, or at least that there exists an "implementation lag" in regard to the specific discriminatory practices studied.

A reason frequently cited for this "implementation lag" has been the lack of financial resources to initiate new programs or revamp existing ones. Court decisions may be making an impact here. Certainly in the *Mills* case, the courts refused to tolerate inequitable spending of funds for regular programs while special education programs went wanting. Two major 1975 federal funding measures appear to be directly related to legal mandates to provide quality programs nearer the mainstream for all handicapped citizens. One of these measures is P.L. 94-142, the Education of All Handicapped Children Act, signed into law by President Ford on November 29, 1975.[23] It appropriates federal funds to pay 5 percent of a state's expenditures for handicapped children in 1978, escalating to 40 percent and remaining there from 1982 on. The specific purposes of P.L. 94-142 are (1) to ensure that all handicapped children have public funded special education and related services made available to them no later than 1978, (2) to ensure the rights of handicapped children and their parents and guardians, (3) to relieve the financial burden placed on state and local governments to accomplish the previously mentioned purposes, and (4) to assess and ensure the effectiveness of efforts to educate handicapped children.

Eligibility requirements for states to qualify for these funds include: (1) that the state has in effect a policy that assures all handicapped children the right to free appropriate public education, (2) that all handicapped children in need of special services are identified, located, and evaluated, and that it is determined which children are receiving needed services and which children are not, (3) that new services are provided first to unserviced children and then to children inadequately served, (4) that records are kept on individual planning conferences for each child and that such planning and evaluation conferences be held three times a year, and (5) that procedural safeguards are established for children, parents, and guardians.

The other measure, which is an extension of the 1974 Developmental Disabilities Services and Facilities Construction Act, is the Developmentally Disabled Assistance and Bill of Rights Act (P.L. 94-103) signed by President Ford on October 6, 1975.[24] This act allocates $287 million over a three year period to provide programs, deinstitutionalize, and ensure the legal rights of developmentally disabled persons. Of this money, $150 million was set aside for state grants to deinstitutionalize treatment where feasible, develop individual treatment plans for institutionalized residents, and guarantee the legal rights of the developmentally disabled. The act further authorized $54 million for administration and operation of university affiliated facilities and $65 million for special project grants. The act also expands the definition of developmental disabilities to include autism and dyslexia when it is the result of other developmental disabilities.

Future Implications: Letter vs. Spirit of the Law

Although legal mandates appear to be generating programs and funding in an effort to move minorities and the handicapped nearer the mainstream, a misunderstanding must be cleared up. Laws by their very nature are precise, and in the eyes of the layman seem to require a set response. Therefore, educators who are naive to the workings of the law often develop programs that attend to the letter of the law rather than its spirit or purpose. It is when the educational system ignores the basic intent of the law that the courts feel a need to impose upon us more specific and exacting standards. What we have failed to understand is that there is freedom and flexibility within the law. Educators are free to develop innovative responses to legal mandates based on sound educational principles. When such reasonable courses are demonstrated, the courts do not feel compelled to follow up legal judgments with more exacting mandates. It is responsible programming, after all, that will forestall the court-imposed, specific standards that we so dread. Legal actions can be either a blessing or a curse, depending on the skill and creativity that educators are able to generate as they interact with lawmakers and respond to legal mandates.

Today all sectors of community service, as well as many parents, are aware of the implications of recent legal and legislative decisions on the potential for delivery of educational services to handicapped students. State mandates, such as those in California, Texas, South Carolina, and Massachusetts, as well as the previously mentioned decisions, are forcing educators in every arena to reexamine existing programs. While the normalization of educational programs for the handicapped is receiving wider acceptance, and there is a plethora of suggestions relative to what needs to be done in the area, there is still a paucity of documented, validated, and replicable approaches or models dealing with the mainstreaming of handicapped students.

Social, legal, and political pressures are being applied to local educational agencies (LEAs) and to a large degree to the state educational agencies (SEAs). In many cases the linkages between the LEAs and the SEAs are weak and in a sense unproductive with respect to mainstreaming goals and objectives. The effects of legal pressures on the LEAs and SEAs are being projected to the institutions of higher education (IHEs). The IHEs, for the most part, have been slow to react to the immediate needs of LEAs because the pressures for change placed upon them are not as immediate and severe in nature. The whole question of linkages and collaboration with regard to mainstreaming between IHEs, LEAs, and SEAs has not been seriously examined. For the most part, except for programmatic concerns and licensing or certification, collaborative planning efforts in the area of mainstreaming with regard to what can and cannot be accomplished within both the letter and spirit of the law in many of the states has not been fully explored. Much of the unproductivity in this area stems from the inability of concerned individuals at different levels of education to resolve the power struggles that are traditional and ongoing among the various areas of specialization and within the subareas of the discipline of education as a whole. This is partly true for individuals who are responsible for making decisions about assessment, curriculum and instruction, mobility and articulation, and management of students with respect to training of teachers (preservice and inservice) and how this applies to children in the public schools. Restrictive definitions of mainstreaming, misconceptions about the nature of the populations in question, rigid interpretations of laws and legislation, and poorly supported and documented arguments of how children can best be served are all cogent areas of concern, and in a sense deterents to positive mainstreaming efforts.

Taken literally, the letter of the law is quite specific; its interpretation, however, permits the flexibility that is inherent within the spirit of the law. This concept is important as we contemplate and plan for change based on student needs and sound educational principles. Program needs that are at odds with student needs can easily use the "letter of the law" for self-serving purposes. In some states, the "law" restricts the utilization of special education teachers; in a sense, limiting them from working to any degree with regular class teachers. Many special education teachers are forced to teach a specifically defined population only for a specified time in a given day, in settings often removed from the "mainstream." In other situations, regulations restrict the usage and distribution or dissemination of materials to a particular program, making these instructional materials unavailable to others within a particular school that can benefit from them. Educators must decide whether or not the spirit of the law will allow teachers to serve all students who can benefit from a more flexible approach to the delivery of services. The law seems to address itself to inclusion and/or exclusion as prime factors in programming for handicapped students. It appears that while each case must be handled on its own merits with respect to which child can profit from which program and under what conditions, without a comprehensive plan that encompasses a wide range of instructional alternatives there will be little opportunity for mainstream options. The dichotomous either/or with respect to delivery of special services that appears to be the mode in most school systems is the principal concept that is being challenged today.

Due process and recent court actions have indicated to all of us that the days of poorly supported rationale for labeling and placing handicapped students in segregated environments without substantive documentation and due process are over. Many individuals are looking out for the rights of handicapped students from an advocacy point of view, and these persons will intercede on the behalf of handicapeed students even if their parents do not become active advocates. Many see the implications of legal decisions as a challenge to the further development of improved delivery systems to handicapped children, to the extent that they can, by right, participate in the mainstream of life rather than operate on the periphery as so many have done in the past.

Notes

1. *Brown* v. *Board of Education of Topeka, Kansas*. 74 S. Ct. 688 (1954).
2. *Green* v. *County School Board*. 391 U.S. 430 (1968).
3. *Alexander* v. *Holmes County Board of Education*. 396 U.S. 19 (1969).
4. *Swann* v. *Charlotte-Mecklinberg Board of Education*. 402 U.S. 1 (1971).
5. *Keyes et al.* v. *School District No. 1 Denver*. 93 S. Ct. 2686 (1973).

6. *Hobson* v. *Hansen*. 269 F. Supp. 401 (1967).
7. *Larry P.* v. *Riles*. 343 F. Supp. 1306 (1972).
8. *Stewart* v. *Phillips*. C.A. 70-1199-F (D. Mass.).
9. *Pennsylvania Association for Retarded Children* v. *Commonwealth of Pennsylvania*. 334 F. Supp. 1257 (1971).
10. *Id.* at 343 F. Supp. 279, 285 (E.D. Pa. 1972).
11. *Mills* v. *Board of Education of the District of Columbia*, 348 F. Supp. 866 (D. D.C., 1972).
12. *Colorado Association for Retarded Children* v. *Colorado*. No. C-4620 (1975).
13. *Id.* at page 6.
14. *Amicus;* project investigates periodic review in Massachusetts, Nov. 1975.
15. *O'Connor* v. *Donaldson*. 95 S. Ct. 2486 (1975).
16. *Bartley* v. *Kremens*. No. 72-2272 (E.D.Pa.).
17. *O'Connor* v. *Donaldson*. C.A. Fla. 493 F2d (1974).
18. *People* v. *Sansone*. 18 Ill. App. 3d 315 (1974).
19. *State* v. *Carter*. 04 N.J. 382 (1974).
20. *Kesselbrenner* v. *Anonymous*. 33 N.Y. 2d 161 (1973).
21. *O'Connor*. 95 S. Ct. 2486 at 2494.
22. Ford, Nelson, and the DBS Corporation. *Analysis of 1973 Participation of Handicapped Children in Local Education Programs* Office of the Assistant Secretary for Planning and Evaluation, HEW, Sept. 15, 1975.
23. Public Law 94-142, 94th Congress, S.6 .
24. Public Law 94-103, 94th Congress, H.R. 4005.

Legal Perspectives on Education of the Handicapped

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Historically, the United States has appreciably denied educational and employment opportunities to its handicapped population. It is a truism that the schools reflect the values of the larger society, and even today, it is estimated that 50 percent of the nation's school age handicapped are not being adequately served. However, this situation is changing. New technology that compensates for handicapping conditions has been and is being developed. Right to education court decisions have been delivered; governors, state legislatures, and chief state school officers have made education for the handicapped a priority issue; and significantly, Congress has recently passed landmark legislation (Public Law 94-142) that if properly funded, will help the states assure that handicapped children, including the most severely handicapped, have available to them a full, appropriate public education that emphasizes special education and related services designed to meet their unique needs. This means that children who traditionally have been completely excluded from public schooling, or who have been automatically placed in state residential institutions, will now be placed in public school programs.

If the intent of this legislation is to be realized, clearly the onus is now on society and its institutions, especially educational institutions, to take into account, plan for, and include the handicapped in all possible social milieus to fulfill the intent of P.L. 94-142 and the promise of a brighter future for the nation's exceptional children and youth.

In this article we will attempt to provide a brief, conceptual overview of past, present, and possible future developments affecting the overall status of education for the handicapped. Specifically, we will (1) provide an overview and chronology of the developments leading up to the historic congressional passage and subsequent reluctant presidential signing of P.L. 94-142; (2) discuss essential characteristics of the law as they pertain to public education of the handicapped; (3) discuss how we got where we are in educating the handicapped, including a brief synopsis of significant right to education court cases; and (4) discuss where we might be going in the future regarding public education for the handicapped.

Background to Passage of Public Law 94-142

Public Law 91-230, Amendments to the Elementary and Secondary Education Act (ESEA), repealed Title VI of the ESEA and created, as of July 1, 1971, the Education of the Handicapped Act (EHA). Part B of that act authorized grants to the states and outlying areas to assist them in initiating, expanding, and improving programs for the education of handicapped children.

In 1974, the role of the federal government in the education of handicapped children was significantly increased with the passage of the Mathias amendment to S. 1539, the amendments to ESEA of 1974. At full funding, the amendment authorized over $660 million to be made available to states under Part B, for fiscal year 1975 only. The intent of the amendment was to provide financial assistance to states to meet mandates set in the act, to identify, locate, and evaluate all handicapped children, to establish full educational opportunities for all handicapped children, and to establish a full service timetable. S. 1539 was signed into Public Law 93-380; thus the new provisions of Part B (Aid to States) laid the basis for comprehensive planning, additional financial assistance to states, and protection of the rights of handicapped children by due process procedures and assurances of confidentiality.

The education for All Handicapped Children Act was introduced in the 93rd Congress on January 1, 1974, as S. 6 and was reintroduced in the 94th Congress on January 15, 1975, with the intent of amending Part B to insure the expansion of the provisions for handicapped children enacted in the 93rd Congress. In June of 1975, S. 6 passed the Senate; the companion measure HR. 7217 passed the House in July of 1975. The bill was then sent to a joint House/Senate Conference Committee. The Conference Report on the Education for All Handicapped Children Act of 1975 was passed on November 18, 1975, in the U. S. House of Representatives by a vote of 404 yeas to 7 nays. The report also passed the Senate by an overwhelming majority, 87 yeas to 7 nays. On November 28, 1975, President Ford reluctantly signed the act into Public Law 94-142. The Presidential message was as follows:

> I have approved S. 6, "The Education for All Handicapped Children Act of 1975."
>
> Unfortunately, this bill promises more than the Federal Government can deliver and its good intentions could be thwarted by the many unwise provisions it contains. Everyone can agree with the objective stated in the title of this bill—educating all handicapped children in our nation. The key question is whether the bill will really accomplish that objective.
>
> Even the strongest supporters of this measure know as well as I that they are falsely raising the expectations of the groups affected by claiming authorization levels which are excessive and unrealistic.
>
> Despite my strong support for full educational opportunities for our handicapped children, the funding levels proposed in this bill will simply not be possible if Federal expenditures are to be brought under control and a balanced budget achieved over the next few years.
>
> There are other features in the bill which I believe to be objectionable, and which should be changed. It contains a vast array of detailed, complex and costly administrative requirements which would unnecessarily assert Federal control over traditional State and local government functions. It establishes complex requirements under which tax dollars would be used to support administrative paperwork and not educational programs. Unfortunately, these requirements will remain in effect even though the Congress appropriates far less than the amounts contemplated in S. 6.
>
> Fortunately, since the provisions of the bill will not become fully effective until fiscal year 1978, there is time to revise the legislation and come up with a program that is effective and realistic. I will work with the Congress to use this time to design a program which will recognize the proper Federal role in helping States and localities fulfill their responsibilities in educating handicapped children. The Administration will send amendments to the Congress that will accomplish this purpose.

Although the bill provides for a large authorized increase in funding through 1982, it also carries tremendous state and local education administrative responsibilities. Should the bill be implemented within the timelines specified, with adequate appropriations, the handicapped children in the United States will finally receive the full equality of educational opportunity they deserve.

Essential Characteristics of P.L. 94-142

There are more than eight million handicapped children in the United States today. It is clear that the special education needs of these children are not being met fully. Studies have shown that more than half of the handicapped children in the country do not receive appropriate educational services that would enable them to have full equality of opportunity. In addition, one million handicapped children in the United States are excluded entirely from the public school systems and will not experience the educational process in any fashion as will their peers. Also there may be many children with undetected handicaps participating in regular educational programs. It would seem to be in the national interest to provide states with funds to assure the identification and treatment of all children with handicapping conditions.

The major purposes of P.L. 94-142 are to assure that all handicapped children are provided with special education and related services designed to meet their individual needs; to assure that their rights and the rights of their parents or guardians are respected and protected; and to assist states in providing and evaluating their services to handicapped children.

States will receive a grant amount based on the number of handicapped children aged 3 to 21, plus a $300 additional payment for each preschool handicapped child served. Up to, but no more than, 12 percent of the number of children aged five to seventeen in each state may be counted as handicapped for entitlement of the grants; and of this 12 percent only 2 percent may be classified as children with specific learning disabilities. Funding is designed to increase from first funding year, 1978, to 1982. A fairly complex funding formula mandates that beginning in 1978, each state will receive funds based upon a percentage of the number of handicapped pupils aged 3 to 21 served the previous year times the national average per pupil expenditure. This percentage will increase over time with authorization ceilings going from $387 million in FY78 to $3.1 billion in FY82. Beginning in FY78 50 percent of these federal monies will pass through to the local education agencies in each state, increasing to 75 percent in 1979. State education agencies (SEAs) will be required to submit a comprehensive state plan in order to receive federal grants under this law. The SEAs will have to prove full service goals, a detailed timetable for accomplishing these goals, descriptions of resources in the state geared to meet such goals, appropriate policies supporting goals, a practical identification system to determine which children are and are not receiving services, the selection of an advisory panel involved in the delivery of services to handicapped children, and a complete monitoring system to insure compliance by all local education agencies (LEAs) receiving funds through P.L. 94-142.

LEAs too will have many more responsibilities in serving their handicapped children. Monies are to be used only for excess costs in educating handicapped children, not to replace local or state funds. The LEA agrees to identify and serve all children residing within its jurisdiction, to guarantee procedural safeguards such as due process for children and parents in the district, to evaluate every child identified as having a handicapping condition using nondiscriminatory tests and testing procedures, and to provide an individualized education program (IEP) for each child served. Fairly stringent requirements are described for the IEP: a written goal statement developed by an interdisciplinary team including parents, and when appropriate students, indicating present level of performance; specific educational services to be provided; nature of involvement of regular education; comprehensive timetables for duration of special services; evaluation procedures for program effectiveness and annual review. Additional provisions in the law include the maintenance of records open to the SEA and the federal government, a section to encourage the development of cooperative educational structures to provide identification and service in small districts, and a clear statement of service priorities including all children not presently receiving service and the most severely handicapped. Finally, P.L. 94-142 defines a free appropriate public education as one where "special education and related services are at public expense, meet SEA standards, include preschool and an individualized education program."

How Did We Get Where We Are?

Although the legislative precursors to P.L. 94-142 and the present status of public education for the handicapped have been described above, there seem to be two additional forces affecting present trends. One important force is the courts. There is no question that court cases in the areas of classification, education, employment, and treatment have had a profound effect on public education services for the handicapped child.

Judgments from several landmark cases dealing with issues of classification of handicapped persons ordered states to discontinue use of tests that are biased toward special populations, to provide for a due process hearing to contest any special class placement, to allow an independent review by an outside examiner, to provide a thorough medical and psychological examination for each child considered for placement, and a detailed timetable for the occurrence of each of these events.

Education cases, often known as right to education cases, have been fought in Arizona, California, Colorado, Connecticut, the District of Columbia, Florida, Indiana, Illinois, Kentucky, Maryland, Michigan, New York, North Carolina, North Dakota, Ohio, Pennsylvania, Washington, West Virginia, and Wisconsin. In each of these cases parents or parent advocate groups have brought suit in behalf of children who for one reason or another have been excluded from public school. Courts have ruled in behalf of the excluded child and have further stated that such children are clearly entitled to alternative free public educational programs. In the famous *Mills* v. *Board of Education of the District of Columbia*[1] case, Judge Joseph C. Waddy not only required that the plaintiffs be placed in school but ruled that no child eligible for a publicly supported education in the District's schools shall be excluded from a regular public education by rule, policy, or practice of the school board or its agents unless the child is provided with adequate alternative educational services suited to the child's needs, and a prior hearing and periodic review of the child's status, progress, and the adequacy of the educational alternative. Further, Judge Waddy ruled that insufficient resources may not be a basis for exclusion. The *Mills* case expanded the Pennsylvania Association for Retarded Children[2] case giving the right to an individually appropriate public education not only to the mentally retarded child but to all other children suffering from mental, behavioral, emotional, or physical handicaps or deficiencies. Also, the *Mills* case ended not with a consent agreement as in many other decisions, but with a pure constitutional holding; thus it provided even greater precedential value. A monitoring system was also included in the *Mills* case, appointing a special master to oversee implementation of the court's decisions.

One employment case concerning the handicapped in Florida (*Roebuck, et al.* v. *Florida Department of Health and Rehabilitative Service, et al.*, 1973)[3] relates, although indirectly, to the nondiscriminatory testing provisions of previous court cases and present law. In a case concerning persons classified as handicapped trainees the plaintiffs alleged that defendants had classified the plaintiffs as handicapped when the classification was not related to the job task to be performed. Although the court has not reached final verdict on this case, the implications for public schools seem clear. Public education may be called upon to prove that tests used to determine educational handicap indeed measure skills and knowledges related solely to performance in school.

Court cases dealing primarily with right to treatment issues have been introduced in Alabama, California, the District of Columbia, Florida, Georgia, Hawaii, Illinois, Minnesota, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nebraska, New York, Ohio, Pennsylvania, Tennessee, and Washington. These cases concern the right of mentally retarded and/or mentally ill patients in institutions to treatment for their diagnosed problem. In a landmark case in Alabama, *Wyatt* v. *Hardin* (formerly *Wyatt* v. *Strickney)*[4] orders established a detailed procedure for treatment implementation, including a number of protections to insure a humane psychological environment, minimum staffing standards, provision for individualized evaluations of residents, habilitation plans and programs, and a requirement that every retarded person has a right to the least restrictive setting necessary for habilitation. A Wyatt-type class action suit brought on behalf of residents at six state hospitals for the mentally retarded in Minnesota (*Welsch* v. *Likins*)[5] served to generalize the provisions in the Alabama case. The court agreed with the plaintiffs' contentions that mentally retarded persons confined to state institutions have a right to a humane and safe living environment, including the right to protection from danger, access to exercise, and basic hygienic needs. Violations were noted in the areas of excessive use of seclusion, physical restraint, and tranquilizers; in addition, the court required defendants to devise a written plan to provide community placements for all residents who might be capable of such placement. This requirement has implications for the educational planning now required of SEA and LEA officials in behalf of every handicapped child to be served in the schools. Other right to treatment suits emphasized the right to normalization and to treatment in less restrictive environments than institutions. Handicapped Acts, both in 1974 and 1975, have been affected by this language.

A second force operating to modify public education for the handicapped is a social force—a desire to serve the severely and multiply handicapped child. It is no longer appropriate in this country, given humanistic ideals and the push toward guaranteeing the equality of all persons, to deny education to those children in our midst who are most in need of our services. Traditionally, these children were excluded from school. The courts now mandate their inclusion in some form of public education. A conference sponsored by the National Association of State Directors of Special Education (NASDSE) entitled "Strategies of Planning for the Severely, Multiply Handicapped" produced several crucial imperatives for this population:

- zero reject concept—all children will be served
- development of pilot programs to serve population
- recognition that state institutions are being vacated as more and more handicapped are returning to the community
- need to intervene early
- an individual education plan, and a team to manage each child
- provision of special training for persons to work with this population

With the present concern for the severely, multiply handicapped child, and the present inability of most states to serve this group due to lack of trained personnel and available programs, monies available through P.L. 94-142 will most certainly be directed in good part toward this population. This will alter significantly the pattern of services as it presently exists in our schools.

Where Are We Going?

What will be the future priorities regarding public education for the handicapped? Van Engelman states:

> Conventionality, or just progress, is not enough. We have resources to not only demonstrate progress or evolution in our states, but we have the resources to demonstrate dramatic new kinds of hope for those lives who are in need of the kind of comprehensive care, the kind of total care—not bandaids, but the kind of total care that honors and brings dignity to a life as it is at whatever station.[6]

Historically, we have denied educational and employment opportunities to many of our handicapped population. However, several national forces are working to create change in this situation. New technology is being developed, right to education court decisions have been delivered, P.L. 94-142 has guaranteed a free and appropriate education for every handicapped child, states have made service to handicapped children a priority issue and the values of our society suggest a more humanistic attitude toward all individuals who demand unique needs. Clearly, our educational institutions will be affected by each of these forces. What might our future look like? In an attempt to answer this question, NASDSE conducted a futuristic study of special education[7] using the Delphi methodology.[8] From more than 800 futuristic statements solicited from participants, a final list of 60 hypothetical, future events became the basis for the study. The expert pool was composed of 121 special education administrators from all over the country, representing subgroups of chief state school officers, state directors of special education, SEA staff, and national/regional special education administrators. Data were collected in two rounds according to the Delphi methodology. Participants recorded the probable year when an event might occur and the value they attached to the occurrence of the event. The data indicated some basic trends that can be grouped into four categorical areas for ease of discussion: (1) legal/statutory, (2) administrative, (3) instructional, and (4) teacher education.

Legal and statutory trends suggested with high probability and value that by 1995 all exceptional children, including the severely multiply handicapped, will be receiving educational services, due process procedures will be guaranteed, and educational opportunities will be uniform and will transcend state and district boundaries. Also sophisticated program evaluations of private as well as public schools by SEAs were predicted for the future.

Administrative trends included a growing movement toward regional resource sharing of information systems and consortia. Participants predicted greater steps toward deinstitutionalization and the year-round school concept was foreseen as a way to provide greater services for the handicapped. Also, special education administrators seemed to recognize the impact and value of parental imput into school matters.

Predicted instructional trends included more extensive use of instructional technology, such as mobile vans, instructional media services, and individualized prescriptive instruction. Also, preschool programs for early identification and remediation and a continued national swing toward mainstreaming were predicted to be in effect by 1985.

Substantial changes were forecast in teacher education by 1985. It was suggested that for certification general educators will need a minimum of 6 credits in child exceptionalities, as well as required clinical courses in drug-induced behavior modification. Also, predictions indicated that performance based criteria would replace traditional campus based instruction, and teacher training would shift from universities to local school systems and teacher associations. The notion of SEAs and LEAs providing inservice training for teachers and administrators was seen as a "somewhat valued" rather than "highly valued" event. Authors of the NASDSE report suggested that one use of these data might be as an aid to strategic decision makers in asking "what do we have to do today to be ready for an uncertain tomorrow?" In some ways the state of the art has changed drastically since the completion of the NASDSE futures report. Public Law 94-142 has become a reality, and with it certain events are no longer recommended, but mandated. This law will affect greatly where we are going in public education for the handicapped.

Our new legislation suggests that school systems and our states will have to reach out to new populations in order to identify, locate, and evaluate all handicapped children as mandated. In order to fulfill this requirement, we may choose to form new supportive relationships and revolutionary coordinative structures. We are further mandated to develop systems of multicultural testing in response to the need to screen and assess all children for special education services. Further, an essential facet of the identification, assessment, placement, and instruction procedures seems to have been virtually ignored by most of our states. This concerns the development of a sophisticated and comprehensive screening, monitoring, and data processing system. This system requires a screening procedure that would evaluate all children in a school district, including preschool children, and a data processing system that would provide output on each child concerning a treatment plan, placement decision, and provision for annual review.

Another change will be in the typical referral system for identifying and placing a child with educational problems. Traditionally, the classroom teacher refers a child to the building principal or school psychologist. Someone then examines the child and recommends a placement and possibly an educational program. This approach is referred to as a linear or straight line placement system. A more futuristic approach to student placement is a team approach. Whether the team is generated at the building, district, or cooperative level, it represents a nonlinear approach to referral, diagnosis, and placement. This is a revolutionary concept in that it alters the traditional role of psychologist, teacher and school administrator. The concept of a placement team implies the following characteristics:

- inclusion of regular and special educators on team
- inclusion of school administrator(s) and special service personnel on team
- inclusion of parents or care givers at all decision levels of team activity
- strict adherence to all due process regulations
- knowledge and skills relating to diagnostic techniques on the part of team members (e.g., nondiscriminatory testing)
- knowledge of all program options and a clear understanding of the concept of least restrictive alternative
- knowledge of costs and resource requirements for serving handicapped children
- ability to recommend and implement a written individual educational program for each special education child
- decision to review the educational program and placement of each exceptional child at least annually

Educators have recognized that some children learn better under certain situations than under others. Given this concept, school personnel have attempted to provide alternatives for students who learn in different ways. The system has been fairly successful in describing the prescriptive needs of a given learner. It has been less successful at describing the characteristics a learner must demonstrate to have an effective learning experience in a given environment. In other words, the match between learner characteristics and qualities of a specific learning environment have not been fully understood.[9] An individual educational plan, designed to achieve this match, can be described in two global components; child characteristics and service requirements.

One set of child variables might include emotional characteristics such as attitudes toward school, motivation of learner, persistence to task, ability to accept criticism, frustration tolerance, and risk-taking tendencies. Another set of variables includes physical needs of the learner. Some learners achieve best through auditory stimulation, some through visual means, and for other learners a multimodality approach works best. Attention span and need for mobility are individual characteristics of both the learner and the learning environment. Learners react differently to other students, adults, and the process of learning. Needs for interaction and communication differ greatly among learners. Some learners perform best in a small group situation, others prefer to learn with a large group of children, or alone. Learners also differ in their responsiveness to directives from persons in authority and will show idiosyncratic limit testing and/or limit setting patterns. Reaction to conflict situations will also differ depending on the interpersonal skills and self-concept of the learner. A final set of variables includes all traditional achievement characteristics available and used in diagnosing the child's initial educational problem.

Once these variables have been phrased objectively, a multifaceted assessment system can be employed to describe each learner on each characteristic. The next step is to describe the environmental options available to each learner by a similar set of characteristics.

Each educational option offers a distinct set of environmental, emotional, social, physical, and academic possibilities. For the child demonstrating significant disparity between ability and achievement, an individual educational program offering small classes, tutoring, behavior modification, frequent staffings, and ongoing evaluation and monitoring might be best. If these characteristics describe a particular kind of resource room operating in a specific elementary school building, then this would be recommended as the appropriate placement (adhering to all due process and least restrictive alternative guidelines) for that child.

Each service option would be described following the variable clusters listed above. These components would then be matched to learner characteristics. Ideally, along with frequent observations and monitoring, placements will be based on data rather than arbitrary decision processes or convenience.

We are entering a stage of enormous creative change energy in public education for the handicapped. Legislative modifications and societal forces push us to new and revolutionary systems. Complete utilization of our resources, human as well as material, will allow us to reach our full service goal—a free appropriate public education for all handicapped children.

Notes

1. *Mills* v. *Board of Education of the District of Columbia*, 348 F. Supp. 866 (D. D.C., 1972).

2. *Pennsylvania Association for Retarded Children* v. *Commonwealth of Pennsylvania*, 334 F. Supp. 1257 (1971).

3. *Roebuck et al.* v. *Florida Department of Health and Rehabilitative Services et. al.*, 502 F. 2d 1105 (5th Cir., 1974).

4. *Wyatt* v. *Hardin* (formerly *Wyatt* v. *Stickney*), 325 F. Supp. 781 (M.D. Ala., 1971, 344 F. Supp. 1341 M. D. Ala., 1971) 344 F. Supp. 373, 387 (M. D. Ala., 1972, aff'd. in part, modified in part sub. nom. *Wyatt* v. *Aderholt*, 503 F. 2d 1305 (5th Cir., 1974).

5. *Welsch* v. *Likins*, 373 F. Supp. 485 (U. S. D. Ct. Minn., 1974).

6. Engelman, Vance. "Planning for the Severely Handicapped." National Association of State Directors of Special Education, July 1974, p. 10.

7. Schipper, William, and Kenowitz, Leonard. "Special Education Futures: A Forecast of Events Affecting the Education of Exceptional Children 1975-2000." National Association of State Directors of Special Education, Feb. 1975.

8. Helmer, O. J. "Analysis of the Future: The Delphi Method." RAND Corp., March 1967.

9. Dunn R., and Dunn K. "Learning Styles as a Criterion for Placement in Alternative Programs." *Phi Delta Kappan*, 1974, p. 275-278.

Legal Implications in Specific Areas: Testing and Assessment

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The impetus for my article has been my participation in the Bureau of Education for the Handicapped team involvement called GRIT. While the title of the aggregate—*Guidelines and Regulations Imput Team*—reflects the operation, the initials—GRIT—more accurately describe the effort and energy invested by the Aid to States personnel, as well as the broad professional representation of members on the team.

The bureau is to be commended for having policy and procedures set by those persons who will administer them. They also were farsighted enough to involve representatives from professional groups serving handicapped children in the schools, institutions, community agencies, clinics, courts, and training institutions.

GRIT meetings to design the procedural safeguards from Section 613 of P.L. 93-380 were held in November 1974 and March 1975. However, much of the refinement and negotiation of philosophy, practice, and administrative reality for implementation was carried on by those involved for the weeks and months in between and following each team meeting in Washington, D.C.

The major burden for implementing Title VI of P.L. 93-380 falls on state directors of special education and their staffs. The need for our involvement is imperative; and, since we can have imput with our state directors, we can find a way to give that state director our support. Even as we are involved in the legislative process and have a responsibility to those who come to the Senate and the House, either in our states or in Washington, we have an equal responsibility as professional human beings to become involved in making policy. We can do this in our local school districts, in our regions, the Board of Cooperative Educational Services, or whatever units exist in our states. I want to project that conviction and make it clear I come to you with that particular point of view.

I should also like to note some testing and assessment policies that are mentioned in P.L. 93-380. There are about eleven references in parts of the act other than Title VI that involve testing and assessment procedures of some kind. I am not referring to assessment of needs or state plan assessments, but rather to those kinds of testing, assessment, and evaluation which relate to youngsters or young adults. Under Title I on page 14 of the act we find it is the intent of Congress to encourage, where feasible, the development of an individual program for each educationally deprived child participating in a program under this Title. An individualized, written, educational plan must be maintained and periodically evaluated, agreed upon jointly by the local educational agency, a parent or guardian of the child, and, when appropriate, the child as well. On page 27 of the law, under Title VII of ESEA, which has to do with bilingual children, a national assessment is required of the educational needs of children and other persons with limited English-speaking ability, and of the extent to which such needs are being met through federal, state, and local efforts. There are other requirements included in that section, but a national assessment of the educational needs would, of necessity, involve some kind of testing procedures. Under this same Title, on page 28 following, there are allowed research and demonstration projects to undertake studies to determine basic educational needs and language acquisition characteristics, as well as the most effective conditions for educating children of limited English speaking ability.

On page 65 of the law, there is a reference under Title IV to state educational agencies or local education agencies wishing to receive a grant for gifted and talented children. Applicants must provide satisfactory assurance that the funds are used and the plan itself is designed to identify and meet the special educational and related needs of gifted and talented children.

A section on page 71 of the law relates to women's educational equity, including guidance and counseling activities, and the development of nondiscriminatory tests designed to ensure educational equity.

A reference in Title V on page 89 relates to the protection of the rights and privacy of parents and students. These rights pertain to inspecting and reviewing all records, specifically including but not limited to identifying data, academic work level of achievement, standardized achievement test scores, scores on standardized intelligence, aptitude, and psychological tests, inventory results, and other evaluations.

The protection of pupil rights is on page 91 and indicates that within the research and experimentation program of projects, information shall be available for inspection by the parents or guardians of the children engaged in such a program or project. It is obvious that many research and demonstration grants will involve testing and assessment.

Page 99 embodies the part of the act I specifically wish to address. Section 613 has to do with providing procedures ensuring that handicapped children and their parents or guardians are guaranteed procedural safeguards in decisions regarding identification, evaluation, and educational placement of handicapped children, including but not limited to due process and the least restrictive alternative. The last portion of that section (613 c) has to do with nondiscriminatory testing and reads, "including, but not limited to procedures to insure that testing and evaluation materials and procedures utilized for the purpose of classification and placement of handicapped children will be selected and administered so as not to be racially or culturally discriminatory." The next page deals with the child identification section, which states that "all children residing in the state who are handicapped, regardless of the severity of their handicap, who are in need of special education and related services are to be identified, located and evaluated including a practical method of determining which children are currently receiving needed special education and related services."

Moving on to related portions of the Law, page 106 specifies the reading improvement project that is Title VII. In this section, a part of the requirements include diagnostic testing designed to identify pre-elementary and elementary school children with reading deficiencies, including identification of conditions that without appropriate treatment can be expected to impede or prevent children from learning to read. Another section speaks to the need for periodic testing in programs for elementary school children on a sufficiently frequent basis to measure accurately reading achievement. In programs for pre-elementary school children, a test of reading proficiency is to be given automatically at the conclusion of a first grade program into which nursery and kindergarten programs are integrated. Publication of test results on reading achievement is to be by grade level and, where appropriate, without identification of the achievement of individual children. Availability of test results on reading achievement can be offered on an individual basis to parents and guardians of any child being so tested. Assessment, evaluation, and collection of information on individual children by teachers during each year of the pre-elementary program is to be made available for subsequent teachers in order to maintain that continuity. We should be alert to the fact that this kind of requirement appears not just in the section dealing with handicapped children, but is being emphasized here also.

There are several trends we might keep in mind when viewing actions of Congress and the Bureau of Education for the Handicapped. One of the most reasonable recent moves is the change from use of statistical estimates of percentages of youngsters to the identification of actual children with whom we are dealing. This has created a "mind-set" which has made it possible for us to alter our testing procedures. The procedural safeguard makes it possible for us to shift from making inferences from normed or standardized tests in a statistical sense to a program goal, child-referenced, or criterion-referenced kind of testing program. In other words, we can move from IQs and test scores to the child's actual functioning. This was one of the basic concerns of the group that developed procedures for nondiscriminatory testing and also carried over to the group that generated the section on child identification.

Another pertinent concern, and one that the GRIT groups have been supporting, is the involvement of the parents and children in the process of both the evaluation and the programming components. The involvement of professional persons by their function rather than by their title has been another concern. We may be called by our role description in civil service or by a title created in our school district; but, it is really a matter of what and how a person can perform and the manner in which the school district, the state, the regional cooperative, or the institution can use those skills and those competencies that defines one's real value and contribution to a given program.

Nondiscriminatory Testing

Procedural safeguards were sent out to each of the state departments, and state directors were involved in the process of developing and presenting state plans. Due process, least restrictive alternative, and nondiscriminatory testing and placement were to be included in the amendment of the 1975 plan. Among other things, the plan must ensure that testing, evaluation, materials, and procedures do not discriminate racially or culturally, as mentioned in the law. We should also be aware that these principles apply to testing and evaluation of all handicapped children. The procedural safeguards regarding nondiscriminatory testing are divided into five sections. The first section presents basic principles regarding evaluation and placement. The second component deals with comprehensive assessment. For the school's purpose, this refers to educational assessment, including cognitive, affective, psychomotor, and sensory functioning, and an adaptive behavior assessment. Components from the home and community likewise are also involved. A third principle relates to adapting these techniques to linguistic and cultural differences. The fourth relates to the function of the evaluation and placement team: how it is composed, how it reviews procedures and makes recommendations. The fifth point is related to continuous evaluation.

BASIC PRINCIPLES

In respect to these principles, there are some overriding guidelines which have been prepared for other sections in due process, confidentiality, and least restrictive alternative. Written parental permission should be obtained prior to assessment and parents should have the power to initiate evaluation procedures. Clear procedures for evaluation should be set up and made known to the parents prior to evaluation. It is particularly noteworthy that various evaluation materials and procedures are to meet a test of reasonableness in the eyes of not only the professional person but in the eyes of informed laymen. The materials and procedures should be administered by qualified persons under conditions conducive to the best performance of the child; if an evaluation requires more than one week to complete, then it requires more than one week, and if placement in a diagnostic classroom for nine weeks of observation and testing is required, then that is what is required. Parents should be given a full report of the results of the evaluation; and it was also suggested they should participate in this report. Prior notice must be given to parents whenever decisions are to be made which will affect the educational program of their child, including both decisions based on the initial evaluation and subsequent reviews. Permission must always be obtained from the parents before any decisions are implemented. The next consideration is probably one of the more important basic principles listed in the present safeguards. The intent or purpose of the evaluation should be the development of an education plan for the child based on a description of his or her strengths and weaknesses. Whenever possible the parent should participate in the development of the educational plan if he or she is able to do so. Children in second and third grades have often participated in their own educational programming, in individual or group fashion. Since comprehensive assessment includes school, home, and community, the point is made that an assessment of the handicapped child in the local education agency should be multifactored and multisourced in order to provide a comprehensive view from school, home and community.

COMPREHENSIVE ASSESSMENT

It has been suggested that the following kinds of information be available in each case. An educational assessment should be made in relation to the child's educational functioning in the academic program of the school. First, the results of the assessment should be expressed in terms of the child's strengths and weaknesses, not just learning deficiencies. The assessment should be comprehensive, using a full range of available instrumentation and observation, including diagnostic tests as well as other kinds of formal and informal tests. The point made here is that whenever intelligence tests are administered, steps should be taken to assure that the IQ score per se not be used in making inferences about the child's level of intelligence or learning potential. Instead, the full test battery, including the protocols, the content, the subtests, in other words the substance of the test, should be interpreted by the qualified examiner who administered the test. Second, any classification of a student for any kind of educational purposes should consist of a description of the types of educational programs and services that he or she needs. The types of educational programs and services should bring each child up to his or her full potential rather than categorize the child with some diagnostic label which may or may not be related to educational programming.

This assessment involves a whole bevy of people in interactional patterns: the regular classroom, the special classroom, the resource teacher, the psychologist, the guidance counselor, and the school administration. The assessment does not describe roles, but it mentions persons who could be involved. When we share what we are able to do, we can always help another learn how to participate. In terms of psychomotor and sensory development, this particular section may not be comprehensive enough initially, but an assessment should be made through the use of developmental skills, audiological, ophthalmological, and optometric examination.

The third point relates to adaptive behavior. An assessment in the school setting should be based on observations, records, and where appropriate the use of adaptive behavior scales.

Regarding home information, it is suggested that an analysis of adaptive behavior in the home, the community, and the neighborhood be gathered from parents, guardians, or principal caretakers. An advocate also could be in a position to give this information, which should include the sociocultural background of the family and the child's health and developmental history.

LINGUISTIC AND CULTURAL DIFFERENCES

There should be included procedures promoting the development of diagnostic-prescriptive techniques to be utilized when a child cannot be evaluated by formal instrumentation or tests for reasons of language differences or deficiencies, nonadaptive behavior, or extreme cultural differences. Such procedures should be included in the state plan to ensure that no assessment will be attempted when a child is unable to respond to the task or to the behavior required by a test because of linguistic or cultural differences unless culturally or linguistically appropriate measures are administered by qualified persons. In both cases where appropriate measures and/or qualified persons are not available, diagnostic-prescriptive educational programs may be used in a six or nine week combination program until the child has acquired sufficient familiarity with the language and the culture of the school for a more formal assessment. The section on bilingual education proposes that many children should be educated either in their native language alone or in the native and English languages simultaneously. These evaluation procedures also must ensure that persons interpreting assessment information and making educational decisions are qualified to administer the various measure and to take cultural differences into account when interpreting the meaning of the multiple sets of data from home and school.

EVALUATION AND PLACEMENT TEAM

It was suggested that a procedure be established to ensure the development of an educational program for each child which would be the responsibility of the evaluation team within the LEA. When needed, the state education agency should provide assistance to the local education agency, helping develop an evaluation and placement team comprised of all persons who either directly or indirectly are involved in or somehow influence the child's educational program. This might include the parents and a community representative or an advocate, especially if there is a language problem, and various persons in the school, including the regular teacher, the psychologist, the communication or speech therapist, the counselor, and the nurse. In addition, community-related personnel, including the social worker (unless that person happens to be a professional person within the school), a minister, and the family physician, could also serve.

The team should accept the responsibility to do a number of things: review the procedures, instruments, and observations with regard to the child's socioeconomic level and ethnic backgrounds. The team should also make recommendations for placement by evaluating all pertinent information about the child. When we talk about the word "placement," the group wanted to be sure it was understood this does not necessarily mean removing the child from a regular school program since that may be his or her most appropriate placement. It should mean providing him or her an appropriate learning environment on a continuum of special services.

CONTINUOUS EVALUATION

Procedures should be offered to ensure a continuous review of a child's placement, with an annual review as the minimum. Some of the group were also pushing for a continous evaluation, based upon criterion and child-referenced measures, to determine whether the child should remain in his or her present program using the instructional pattern written for him or her. Training of personnel was also a consideration treated in this section; it was suggested that a priority for the utilization of funds under personnel preparation be given to inservice education of school personnel charged with the responsibility of child assessment and the determination of eligibility for special education services. In some respect, inservice competencies and skills might relate to the interpretation of instruments and test results designed to give information on a range of specific behaviors, and not solely on statistical or normative data or the development of competencies for interpreting assessment of racial and ethnic groups. The development of competencies for using and interpreting adaptive behavior measures and making plans for helping children with adaptive behavior problems was also suggested. One other point treated was the consideration to be given in each state regarding statewide preservice and inservice training in the use of multifactored, multisourced kinds of assessment. It would not be proper to suggest dropping all statistical analysis of test data; rather it was suggested that test data be used in a way that would delineate strengths and weaknesses in a child's educational functioning and facilitate writing programs for resulting objectives.

The procedural safeguards as they are currently written offer much latitude in terms of using either formal or informal tests and include any resource personnel who can develop criterion or child-referenced tests. As a matter of fact, in the training program with resource teachers and educational diagnosticians, and to a lesser degree in the school psychology training programs, people are encouraged to develop and utilize their own measures. The informal tests that relate to learning channels or learning modes might be used as reference for creating one's own instrument whenever reasonable and feasible. Undergraduates in many programs are trained to evaluate educational programs and the child's functioning according to learning modes and styles, preference of management techniques, and behavior styles. Any standardized test can be interpreted on this basis, as well as using the normative and statistical data. The process used is the significant factor.

Child Identification

This is one of the additional components required in the state plan for 1976, together with confidentiality and full educational opportunity. These three components which must be included in the 1976 state plan are also from Section 613 of EHA Title VI-B. The child identification requirement reads

> All children residing in the state who are handicapped, regardless of the severity of the handicap and who are in need of special education and related services are identified, located and evaluated including a practical method of determining which children are currently receiving needed special education

> and related services and which children are not currently receiving needed special education and related services.

Generally, these procedures should ensure that handicapped children can be identified no matter where they reside in the state, where they are currently institutionalized, in either state or private facilities, or where they are currently receiving the benefit of any kind of educational services or training, so that the state may determine what kind of educational services are needed. It is suggested here, as in the other sections, that state plan amendments should provide for periodic reevaluation of the diagnosis and assess changes made in the educational program on the basis of some kind of continuing process—this to assist in the implementation of full educational service, another of the components that must be initiated this year.

In 1976, the process must be outlined, and child identification is one of these process-outlining or process-determination kinds of components. There are two major points: child identification should be multidisciplinary, multifactored, multisourced and should involve all agencies which have anything to do with identifying, diagnosing, and evaluating children. This could mean health, welfare, or social services, vocational rehabilitation, developmental disability councils, crippled children's services, or mental health centers. Each state is advised to create a total planning process involving these components, for which there should be five steps: (1) an awareness level, (2) an initial identification and location process, (3) diagnosis and evaluation, (4) service delivery, and (5) reassessment.

Awareness must take place before handicapped children can be initially identified and/or before parents of handicapped children become aware of the availability of special education programs and related services. *Initial identification* can be defined as a process that enables children to gain entry into appropriate diagnosis and evaluation as well as appropriate educational placement. This could be a Child Find activity, a screening activity in the total state, a survey, or even an investigation of census data. It may be a matter of a referral process utilizing all the agencies within the state, but whatever the situation, it should be adaptable to the mode used in each state. Initial identification procedures should be comprehensive and involve the coordination efforts of many state and local public and private agencies, as well as community members and an advocate for children who need such a person in addition to or in lieu of parents.

The initial identification procedures should be aimed at locating three different kinds of children: (1) handicapped children who have not gained entry into the educational system, (2) handicapped children who are enrolled in school but are not receiving special education programs and services, and (3) handicapped children who are enrolled in school and currently receiving some but not necessary or adequate educational programs and services. Formal procedures for identification should be periodic and ongoing, and all the features of confidentiality, due process, and least restrictive alternatives should be included.

The third step is *diagnosis and evaluation*. The diagnostic evaluation should utilize a multidisciplinary team approach, and guidelines for each child's educational program should be written whenever possible in terms of instructional or behavioral objectives. Program decisions must take into account least restrictive placements, and educational recommendations should be stated in terms of both long-range goals and short-term objectives. They should include suggested content and process for the educational program and procedures for the continuous evaluation of the child's functioning. Also, it was suggested that the diagnosis and evaluation component indicate the available and needed fiscal, personnel, school and community resources to implement the full services goal. Instruments and procedures used in the diagnostic and evaluation component should measure appropriate behaviors and should not discriminate any more than a testing process usually does. The comprehensive evaluation should be behavior rather than score-oriented and should be conducted by appropriate and qualified personnel, with the prior consent of parents and guardians. Where possible, the involvement of parents and guardians should be part of the evaluation process. The parents and guardians must always be given the right to appeal the results of the decisions derived from a comprehensive evaluation of the child; and while diagnostic evaluation records should be maintained as confidential, they must also be made available to the child's parents or guardian. The *service delivery* step of this particular section on child identification has to do with the implementation of full services. Educational placement must result in the least restrictive environment. All records are confidential, consent must be obtained, and the state education agency shall assist the local education agency in developing and maintaining appropriate pupil records.

The fifth step is called *reassessment*. When it is written up in the guidelines or the procedural safeguards, it is called "Continuous Review." Continuous review or reevaluation procedures should be implemented to determine whether the child should remain in his present program, with at least an annual review of educational status. The components of record-keeping and data storage, with a format for retrieving and utilizing data, also appear in this particular section regarding procedural safeguards.

The child identification section was put in its present form after the 1975 procedural safeguards were written. While references were made to the documents available for the 1975 report, such as due process, least restrictive alternative, and nondiscriminatory testing and placement, no final dovetailing has been accomplished. Consequently, references are made throughout to the previously noted considerations in prevailing procedural safeguards.

The process of operating as a GRIT team made us look rather closely and inwardly at what kind of persons we are and how we each feel about ourselves and how we feel about any kind of new regulations, guidelines, or procedural safeguards which are to be "imposed" upon us. It is a struggle because in our own self-concepts, many of us have perceived our roles quite differently than our administrators or our colleagues may have perceived them. While this may or may not disturb us in terms of role, our own functioning, the way we perceive children and ourselves in adjusting our positions to children, it does affect us more than rules and regulations will ever influence us. This is the "heavy" part and one about which many of us feel very strongly. As professional persons in either special education or school psychology, we can come to a greater understanding of ourselves through becoming involved. Participation in the process is one of the only ways we will ever reach decisions with which we are comfortable and which are in the better interest of all children and young adults.